

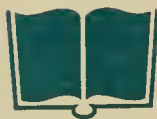
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1962

GRAND JURY REPORTS



**CITY AND COUNTY OF
SAN FRANCISCO
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of the

CITY AND COUNTY OF SAN FRANCISCO

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Dr. Donald B. Schulz, Secretary.

o-o-o

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George D. Gavin

Mrs. Emilie Jane Armand

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James A. Bailey

Dr. Wilbur L. Parker

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Angelo Rolando

Matthew J. Boxer

Maurice H. Seid

Stephen I. Bresnahan

James B. Sheehan

Leo A. Cardozo

Robert P. Utter

H. Welton Flynn

Edward J. Wafford

R. Frank Friedenthal

Mo. Dorman (deceased)

o-o-o

Impaneled January 12, 1962 by
Honorable John B. Molinari.

Discharged January 10, 1963 by
Honorable C. Harold Caulfield.

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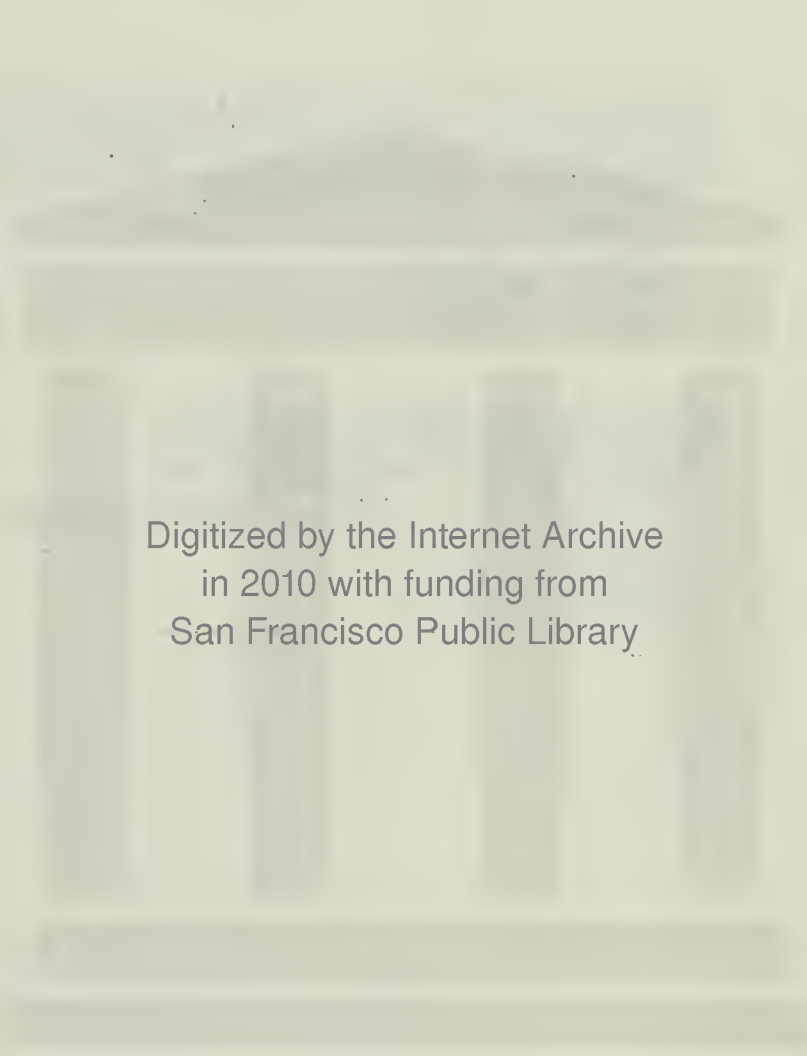
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GRAND JURY OF THE CITY AND COUNTY OF SAN FRANCISCO

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Table of Contents.

FOREMAN'S LETTER OF TRANSMITTAL- - - - -I

COMMITTEE REPORTS:

Adult Probation.	39
Agricultural Commissioner.	59
Assessor.	33
Calif. Academy of Science	23
Chief Administrative Officer.	15
City Attorney	53
City Planning	46
Civil Service	6
Controller.	35
Coroner	22
County Clerk.	20
District Attorney	54
Disaster Corps.	47
Education	50
Electricity	25
Fire Department.	27
Health Department	67
Housing Authority	4
Juvenile.	17
Law Library	32
Libraries	28
Mayor	1
Municipal Court	63
Narcotics.	91
Palace of the Legion of Honor	32
Parking Authority	25
Park-Recreation	2
Permit Appeals	37
Police Department	88
Pound	23
Public Administrator-Public Guardian.	20
Public Defender	30
Public Utilities	78
Public Welfare.	43
Public Works.	41
Purchaser of Supplies	14
Real Estate	13
Recorder	20
Redevelopment Agency.	9
Registrar of Voters	36
Retirement System	64
Sheriff	56
Superior Court.	61
Supervisors	49
Tax Collector	19
Treasurer	12
Weights and Measures.	59

December 31, 1962

Honorable C. Harold Caulfield
Presiding Judge of the Superior Court
City and County of San Francisco
City Hall
San Francisco 2, California.

Dear Judge Caulfield:

The 1962 San Francisco Grand Jury was impaneled on January 12th, 1962. The oath of office was administered and we were instructed on our duties and responsibilities. During the year we have faithfully endeavored to abide by the oath and follow the instructions received from the Court. We have carefully considered all criminal cases presented to us and have diligently performed our committee work.

A study of previous Grand Jury reports and procedures resulted in a consolidation of committee assignments. The number of committees was reduced from sixteen to nine and the number of jurors assigned to each committee was increased from three to five or more. The increased number of jurors on separate committees exposed more of them to more areas of City and County government.

The increased exposure required more time of the individual committee members. The large committee system provided for the needed exchange of information and facts among the individual jurors. The jurors individually and collectively devoted considerable time to their work. A conservative estimate of time spent per week per juror is twenty hours. The jurors spared neither time, effort or themselves. They served unselfishly without concern of their health, business, leisure time, and families

The attendance of regularly scheduled and special meetings was 92%. The committee chairmen except for vacations and illness received 100% participation in committee work.

The 1962 Grand Jury was particularly fortunate in having jurors who represented a cross-section of the community. Many of the jurors had special education and experience in the respective fields of city and county administration. I recognized these special talents and endeavored to make the committee assignments of chairmen and vice-chairmen, and members on the basis of background and experience. Mr. Robert Utter during the year provided the jurors with information on effective writing and provided them with a format to follow in preparing reports. Along with his own committee work, Mr. Utter spent unlimited hours assisting the jury in the preparation of final reports. His tireless dedication will not be forgotten.

Mr. George Gavin, our Treasurer and Acting Secretary, was a most devoted juror. His many years of experience in civic and community activities was utilized to the fullest, and he was a stabilizing influence not only in his committee work but to the jury as a whole. All of the jurors utilized their particular talents and research work with the end result that all committee work was benefited. The best testimony of the zeal and devotion to which each juror met the challenge is reflected in the attached final reports. It is hoped that succeeding grand juries review our recommendations for possible further action.

The 1962 Grand Jury was privileged to have served under two successive Presiding Judges. The vast background of knowledge and experience made available to us by our Presiding Judges, as well as by all the Superior Court Judges was of great material assistance. The spirited impaneling statements from the Honorable John B. Molinari, followed by the continued guidance and counsel reflecting your extensive experience in Municipal affairs, stimulated and enlightened our performance. Additional assistance was provided by your Jury Commissioner, Joseph M. Cummins, and more directly by your Statistician, Ralph A. Sheehan. No request was ever too great for Ralph Sheehan. He anticipated the jurors' needs and facilitated and expedited our every endeavor.

The performance of the 1962 Grand Jury was further facilitated by the excellent co-operation received from city officials, city employees; and employee group representatives.

The 1962 Grand Jury was exceptionally fortunate in having as Secretary, Dr. Donald B. Schulz. Dr. Schulz not only did a commendable job with his duties as Secretary, but provided inspiration and dignified leadership as Acting Foreman during my enforced absence due to illness.

The 1962 Grand Jury was a working jury. One thousand and five witnesses were examined. The jury indicted 358 defendants. This unprecedented record represents an increased service to the people of our City and County by Thomas C. Lynch, District Attorney, and his Chief Deputy, Francis Mayer.

In our observation of conditions in our City the members of the Grand Jury were concerned by the increasing number of places catering to homosexuals in our community.

Discussion with law enforcement officials substantiated the Jury's concern. It is the sincere hope that succeeding Grand Juries will carefully study this problem.

Many of our recommendations require changes in either the Charter or in the law. Primarily these recommended changes would result in the utilization of modern business facilities and procedures. These in turn would provide efficiencies and economies in our municipal government. It is comparatively easy to raise the property tax rate or pass ordinances to obtain new sources of revenue. However, this Grand Jury's basic philosophy and as indicated by recommendations was to maintain the services as required by the citizenry and to administer such services in a manner not to require yearly property tax increases.

Within the restrictions and limitations of the present Charter and current ordinances, we feel that the City and County of San Francisco is well administered.

The reports that follow comprise our report of the activities carried out by the 1962 Grand Jury in fulfilling their oath of office. I am sure all of us while participating in the responsibilities of self-government have learned a great deal and because of this particular knowledge are better citizens. We have certainly gained more than we have given and for this we are humbly grateful.

Respectfully,

WILLIAM E. MCDONNELL, Foreman,
Grand Jury of 1962.

MAYOR

Within the Mayor's Department is the office of Administrative Assistant to the Mayor. This office was originally established to study and make recommendations regarding usage of manpower and other expenses of City Government. In actual practice, the time of this office is spent in the review and processing of supplementary budget requests (approximately four hundred during 1961-62), the hectic budget review period of March 1st to April 15th of each year, and on special assignments. An example of the latter is a study to determine how the merger of the San Francisco Water Department and Hetch Hetchy will be accomplished.

The present Charter as it pertains to the budget creates divided authority. The Mayor reviews the departmental budget requests and deletes or approves. The Board of Supervisors reviews the budget (after the Mayor's pruning) and deletes or approves. Each action is completed independently. The Mayor or his representative does not have the opportunity to sell "his budget" to the Board. Instructions pertaining to the budget emanate from three sources; the Board of Supervisors, the Mayor, and the Controller. In accepted practice and in theory, the Mayor is the Chief Executive of City Government. The budget should be the Mayor's. Once funds are authorized by the Board of Supervisors, the authority for spending such funds and the accompanying, or lack of, results should become the sole responsibility of the Mayor.

To provide the Mayor of San Francisco with the necessary tools to more efficiently operate and manage the City, the following recommendations are made:

(1) Adopt a functional budget in lieu of the item and line by line present budget. Requests for budgetary funds will then be based on dollars required to perform a required function, activity, or service.

(2) Establish a full-time Budget Department within the Mayor's Office.

On December 12, 1955, the Board of Supervisors passed Ordinance No. 9440 which established a City and County Merit Award Committee and provided for methods whereby City and County employees may make suggestions and become eligible for monetary awards. If a beneficial suggestion award system was important in 1955, it is even more important in today's market of increased government costs. The Federal Government and many large private industries have used this type of system not only for the money saving aspect but also for the morale aspect of the employees.

MAYOR (Continued)

San Francisco's beneficial suggestion award system has been ineffective because of failure to provide the necessary staff to carry out the provisions of the ordinance.

It is recommended that the provisions of this ordinance be immediately put into effect and that (1) the administration of the system be located and established in the Mayor's Office, preferably within the budget section and (2) that initially at least one Administrative Analyst (1822) and one Clerk-Stenographer (1444) be requested in the 1963 Mayor's budget.

PARK AND RECREATION COMMISSION

In February the McLaren Park Golf Course was opened to the public. Because of numerous complaints received concerning the physical layout of this course, several on-the-ground inspections were made. The recommendations made by the resident golf professional were reviewed. Some of the more important changes recommended and which have been completed include: (1) additional and new parking on Gilligan Drive; (2) moving the first hole tee some 93 yards to the East; (3) leveling the second tee; (4) moving the third tee to the left and raising the left side of the third green; (5) removing sand trap from right side of fourth green; (6) leveling the fifth green; (7) leveling the sixth tee and green; (8) construction of new seventh tee; (9) removing left front trap of eighth green; (10) removing pine tree near ninth green. In spite of these improvements, the use of this extremely expensive golf course is most disappointing. Both on week days and on Saturdays and Sundays this fine recreation facility is not used to maximum capacity.

In 1961 a three year study on recreation for the handicapped was completed by the Park and Recreation Commission. In September 1962 this study was passed and approved by the Regional Office of the Federal Vocational Rehabilitation Bureau. The Park and Recreation Commission has now directed an application for monetary grant to the Vocational Rehabilitation Bureau and favorable action is expected by February 1963. It is suggested that the 1963 Grand Jury check on this important activity which can lead to one of the finest bona fide recreation programs for the handicapped in the United States.

The rehabilitation of the Palace of Fine Arts, which will be known as the Palace of Fine Arts Historical State Park, is being conducted by the Department of Public Works in behalf of the Recreation and Park Commission under an agreement between the City and the State. Preliminary plans have been prepared and approved by the State and the Board of Supervisors. As available funds probably will be insufficient to perform all the desired rehabilitation, bids will be received on several alternate schemes. Final plans must

PARK-RECREATION COMMISSION (continued)

receive State and Board of Supervisors approval. It is possible that construction will begin about September, 1963.

The Park and Recreation Commission operates a summer camp at Mather, California. This facility is in operation from approximately mid-June through Labor Day of each year. Registration figures indicate that this facility is not used to capacity during the last two weeks of June and the last two weeks of August. During the period of light registration, the Commission accepts reservations from out-of-city residents. At all other times this facility is reserved for the citizens and taxpayers of San Francisco.

In 1961 a request was made to the California Small Crafts Harbor Commission for a loan of \$1,500,000 for the badly needed expansion and rehabilitation of the Marina Yacht Harbor. A restaurant was included in the feasibility plan that was presented to and approved by the Harbor Commission. The revenues obtained from a restaurant operation are an integral part of this loan approval. Latest information on this subject indicates a yearly deficit of \$12,000 if the restaurant is eliminated from the plan by the Board of Supervisors. It is estimated that with the restaurant in the plan, the City will receive at least \$30,000 yearly, based on a percentage of gross receipts.

The subject of illumination to provide night use of parks and playgrounds was reviewed. Fog conditions west of Twin Peaks create a feasibility problem regarding night lighting.

In some areas of the city, the youth do not have after-dark recreational facilities.

RECOMMENDATIONS:

1. That a newspaper and radio promotional plan be inaugurated to advertise the McLaren Park Golf Course; that promotional advertising cards be supplied the San Francisco Water Department for mailing with the water bills; that a yearly Mother-Daughter or Father-Daughter Golf Tournament be held, (similar to the successful Father-Son Tournament held at the Golden Gate Golf Course).

2. That the 1963 Grand Jury check the progress of recreation for the handicapped.

3. That monthly progress reports be made to the citizenry on the status of the rehabilitation of the Palace of Fine Arts by the Mayor.

4. That promotional advertising cards containing all necessary information concerning Camp Mather be supplied to the Water Department for once-a-year mailing with the water bills.

5. That the restaurant remain part of the Marina Yacht Harbor rehabilitation plan.

PARK-RECREATION COMMISSION (continued)

6. That a study be made and reported to the 1963 Grand Jury on the feasibility of additional night lighting for parks and playgrounds.

HOUSING AUTHORITY

Upon completion of the four projects now in the planning phase (Alice Griffith Garden Homes Annex, Mission Dolores Apartments, Sacramento Street Apartments, and Woodside Gardens), the Housing Authority, except for the proposed Scattered Housing Program, has no authority to develop additional projects. The Authority to develop further projects must receive electorate approval.

Quoting from the 23rd Annual Report of the San Francisco Housing Authority - "In the two year period, ending April 1, 1962, the San Francisco Housing Authority completed construction of 17% of the low-rent housing built in all communities in nine Western States, and presently has nearly 34% of such housing under construction for the same area. In addition, 17% of all low rent housing in these nine Western States in the planning pre-construction state is located in San Francisco". There are 7,852 low rent units for families - 5,126 permanent type units and 2,726 temporary type units.

The demand for low rent housing for the elderly, and especially the single elderly, has increased each year. This demand will continue to increase and presents a serious problem to the community. With some 370 apartments designed and in operation for people over 62 years of age, and 300 additional accommodations in the planning stage, the waiting list still exceeds 1,200 single elderly people.

In the development of low cost housing projects, the architectural fees are established on a sliding scale, averaging about 3½% of the project cost. This is a Federal Housing Authority Ruling. Locally, this has made it extremely difficult to obtain architecture competition. A tour of the housing projects located in San Francisco indicates in many instances projects which are not in keeping with the high standards of beauty and construction as established by the City Planning Commission and the Art Commission.

Now approved and awaiting action of the Board of Supervisors is the plan for Scattered Housing. Basically this plan provides that the Housing Authority will purchase available vacant lots and construct thereon single or multiple dwellings and rent such units to low-income families. Such considerations as the maximum total cost allowed by the Federal Housing Authority for land and dwelling, the limited number of available vacant lots, the high cost of land, zoning problems, removal of land from the tax rolls, makes it most difficult to justify the philosophy of Scattered Housing in San Francisco.

HOUSING AUTHORITY (continued)

At the suggestion of the Grand Jury, the Housing Authority erected two streetmap signs, one at each of the two main entrances to the Hunter's Point area. These signs have been of great assistance to visitors and tenants of the area.

RECOMMENDATIONS:

1. Recommend to the electorate no additional low cost family public housing be approved unless there exists a real back log of bonafide eligible applicants.

2. Recommend to the electorate the approval of additional low cost housing for the elderly, and especially the single elderly. In this connection particular emphasis must be placed on proven architectural design unique to the elderly.

3. Recommend that the Housing Authority group all forces and demand from the Federal Housing Authority increased architectural fees.

4. Recommend that the Scattered Housing proposal not be approved.

Matthew J. Boxer, Chairman
William Moskovitz, Vice Chairman
Mrs. Emilie J. Armand
Robert P. Utter
Edward J. Wafford.

CIVIL SERVICE

One of the responsibilities of the Civil Service Commission is the initial selection of employees by competitive examination. In theory, this provides the operating departments of the City with efficient and capable personnel. In today's labor market, the City is competing for the "best" but at a disadvantage. The law requires a one-year residence for most applicants desiring city employment. Today, this is not a realistic requirement, and the City is not getting the "best". As illustrations, consider the following:

(1) A qualified applicant from another state or county arrives in San Francisco seeking employment. At the city level, the one-year residence precludes employment. The applicant finds employment immediately with the Federal Government, State of California, or private industry. Other sources of employment are available in San Mateo and Santa Clara counties, and subject applicant, instead of taking residence in San Francisco selects one of our neighboring counties. This is just one of many contributing factors causing this City's decline in population. More important, however, is the fact that the recruitment of the best personnel is limited by the residence requirement. (2) A qualified applicant was born and raised in San Francisco. The applicant goes to college out of the City - for example, the University of California at Los Angeles. Upon reaching twenty-one years of age and being a good citizen, he registers to vote. Upon graduation he desires to work for the City of San Francisco. As he is now a resident of Los Angeles, he must now start a new residence period in San Francisco and must wait a full year before being eligible for employment by the City. Again the loser is the City of San Francisco.

The present General Manager, Personnel and the Civil Service Commission are cognizant of the problems connected with this existing legal limitation. During 1961 and 1962, waivers pertaining to the residence requirement have been requested through the Mayor to the Board of Supervisors. Several ordinances have been passed by the Board of Supervisors which have allowed for some flexibility and for certain waivers in connection with the one-year residence requirement. Although these ordinances provide for some leeway in relaxing residence requirements, they are only a step in the right direction.

Maintenance of personnel records and verification of payrolls are two important functions of the Civil Service Commission. It is interesting to note that these same functions are duplicated to a certain degree by two other city departments; the Retirement Board and the Health Service System. In the Federal Government and in most large private industries, the maintenance of personnel records has long been accomplished by automatic data processing equipment. At the present time in San Francisco a program is being developed

Civil Service (continued)

to maintain personnel records by the use of electronic equipment.

The provisions of the Charter pertaining to miscellaneous employees' salaries (approximately 10,000) provide that for each class of position there be established a minimum, intermediate, and maximum rate. The percentage increase from the minimum or entrance rate to the maximum rate is, in most cases, twenty per cent. At the present time, an employee progresses from the entrance rate to the maximum rate in three years. This time schedule is automatic. The system provides little or no incentive to perform outstanding work. The employee producing a minimum of accomplishment received the automatic raises on the same time basis as the outstanding employee.

The Civil Service Commission prepares, administers, and grades both entrance and promotional examinations. There are many technical and non-profit organizations in the United States that prepare examinations. Because of the technical nature of many positions, the use of an outside firm to prepare examinations is most logical. For example, the American Public Health Association has examinations (or can prepare examinations) pertaining to all positions in the field of public health. On a contract fee basis, the cost of such a service to the City would be less than if the City actually prepared the examinations. Furthermore, because of research and experience in the field of public health, the examinations no doubt would be more valid. This is not a new concept. In filling positions within the Personnel Department of the Civil Service Commission, the examinations are contracted to an outside firm.

Section 152 of the Charter provides for a system of service rating. During the past two years a service rating system pertaining to probationary employees was established.

There has never been a Service Rating System established for permanent employees. A successful Service Rating System will reward the outstanding employees and will provide the basis for in-service training. This in turn will provide on-the-job growth for employees. Personnel functions are just beginning with the initial examination and recruitment process. Promotional examinations are no more valid than entrance examination. Yet in our City system, other than in the Police and Fire departments, ascertained on-the-job merit receives no credit in promotional examinations. Or, stated differently, all employees receive fifty points for ascertained merit. A properly administered service rating system will provide job incentive, resulting in salary increases and promotional opportunities; require supervisors at all levels to exercise the highest degree of supervision and leadership, and allow all employees to know, on a factual and constructive basis, how they were rated.

Civil Service (continued)

Today's personnel department must provide for the administration of all accepted modern-day "personnel functions." These functions include recruitment, examination, classification, wage and salary standardization, promotions, demotions, transfers, service ratings, personnel records and reports, morale and grievances, in-service training, health systems, and retirement. In San Francisco, two important personnel functions are not under the jurisdiction of the Civil Service Commission, namely Retirement and Health. Yet there is a great amount of duplication of effort, especially in the field of record administration. For example, the manpower requirements for the checking of payrolls show 10 employments in Civil Service; 9 employments in the Retirement Board; and 3 employments in the Health Service System.

Recommendations

1. Remove from the law the one-year residence requirement.
2. At the earliest possible time, transfer all record keeping and other related clerical functions to automatic data processing equipment.
3. Salary raises from the minimum to maximum should be based on job performance rather than the existing automatic time basis of three years. In addition to satisfactory job performance, verified by service ratings as submitted by the employee's immediate supervisor, the time schedule to reach the maximum rate should be four years.
4. Purchase technical examinations from outside public or private firms. A further study should be made to ascertain the feasibility of contracting for all examinations from such firms.
5. Establish a service rating system for permanent employees. Determine the weight factor ascertained merit should receive in promotional examinations.
6. Organizational Recommendations:
 - (a) The Charter be amended to consolidate all Retirement Board functions and Health Service System functions to the Civil Service Commission.
 - (b) That within the Civil Service Personnel Department there be established adequately staffed sections:
 1. Service Rating
 2. In-Service Training
 3. Morale and Grievances.
 -

REDEVELOPMENT AGENCY

Western Addition Project Area Two. Development of this area poses not only economic and physical problems, but also social problems. The resources of public housing and social service organizations must be utilized. The Redevelopment Agency's Community Service and Property Management Division has established working relationships with more than 100 community groups concerned with the educational, economic, and cultural activities of the area.

Linison with the area has been conducted by monthly meetings with the Fillmore Merchants and Improvement Association, the Planning Committee of the United Committee for the Japanese Community, and with the Redevelopment Committee of the Western Addition District Council. Other groups consulted are the NAACP, The Republican Council for Equal Opportunity, the Fillmore and the 18th Assembly District Democratic Clubs, the Interdenominational Ministerial Alliance, the Family Service Agency, the Visiting Nurses Association, the Public Welfare Department, and West Side Health Center.

On July 17, 1962 the Agency engaged the services of four planning and economic consultant firms. These consultants will make recommendations for the development of the Fillmore Business District, the Nihonmachi or Japanese-American business area, and Van Ness Avenue along blocks extending on the west side of the Avenue from Bush to McAllister Streets.

The Agency anticipates that it will present its plan for study by the community by the end of 1962. The planning time for this project will be eighteen months, compared to 66 months required for Diamond Heights, 76 months for Western Addition Area One, and 34 months for the Golden Gateway.

The Redevelopment Agency's present thinking is that physical work in the area should be underway by mid-1963. After looking at the "eye sores" of Western Addition Project Area One for a period of many years, it is a "must goal" to complete this project in a minimum of time.

It is recommended that the 1963 Grand Jury closely watch the time schedule and completion date for this project.

Embarcadero-Lower Market Project Area E-1. Within this area a park will be developed. At the present time the name is the Ferry Building Park. There are many divergent views concerning this park or the building of the park. Recently the Mayor appointed a Committee with a representative from the Planning Commission, Recreation and Park Commission, State

Redevelopment Agency (continued)

Highway Department, Redevelopment Agency, Port Authority, and Mayor's Office. It is the hope that this body can reconcile all divergent views concerning the Ferry Building Park. It is suggested that the 1963 Grand Jury study this action in detail and make progress reports to the public.

One of the buildings in this area is occupied by the Harbor Emergency Hospital at 88 Sacramento Street. The Health Department has requested space within this area for a new emergency hospital. To construct a building on this valuable land, thus removing such valuable land from the tax rolls, is most undesirable. (See Discussion of Emergency Hospitals for full treatment of Harbor Emergency Hospital question.)

South of Market Project Area D. On April 26, 1962 the Redevelopment Agency received an offer of \$607,986 and a grant reservation of over nineteen million dollars from the Federal Government to develop a plan to rebuild and rehabilitate ninety acres South of Market extending generally from Fourth to Hawthorne, New Montgomery and Second Streets, and from Harrison to Mission Streets. At this time the Agency is in the planning phase of this project.

This is the second chance to redevelop this area. The first chance was cancelled by the Federal Government on the grounds that the City was not organized to complete the project. Although private enterprise has made attempts to redevelop this area, owners and developers have not created an economic activity commensurate with the area potential.

Serious consideration should be given to extending the boundaries of the project to permit a breakthrough on Market Street so as to encourage economic development from north of Market into south of Market.

With this second chance now in the planning stage, it is recommended that the 1963 Grand Jury make continuous progress reports to the public.

Hunters Point. The State law requires that the 2727 temporary war housing units in the City, 1800 of them concentrated in the Hunters Point Area, be razed by 1970. On July 30, 1962 the Board of Supervisors appropriated \$10,700 which is enabling the Agency to prepare an application to the Federal Government for funds to plan for the development of moderate-priced private housing in the Hunters Point area. The matter has not yet been presented to the Board of Supervisors for approval.

It is recommended that this project, consisting of 117 acres and some 2,000 moderate-priced housing units, be completed at the earliest possible time. Requests and needs of the Board of Education and Park and Recreation Commission must be included in the final project plans.

REDEVELOPMENT AGENCY (continued)

Matthew J. Boxer, Chairman
William Moskovitz, Vice Chairman
Mrs. Emilie Jane Armand
Robert P. Utter
Edward J. Wafford.

TREASURER

The Treasurer's department is custodian of all cash, bank - accounts, and securities for the many departments of the City Government and the various funds for specific purposes. The performance of the Treasurer's duties are **strictly** governed by laws of the State of California, as well as by the City Charter and Ordinances.

The depository nature of the Treasurer's office requires that the utmost security be maintained. The present burglar alarm system was installed thirty-five years ago. Besides being extremely obsolete, it is now a source of constant trouble, causing numerous false alarms and requiring continual maintenance. The tellers' cages, also thirty-five years old, share the obsolescence of the burglar alarm system, and afford a bad security risk offering no real protection.

RECOMMENDATIONS:

1. That a new burglar alarm system be installed immediately. This new system to be connected to the Bureau of Communications at the New Hall of Justice.

2. A complete modernization of the tellers' cages.

James A. Bailey, Chairman
Edward J. Wafford, Vice Chairman
William Moskovitz
Angelo Rolando
James B. Sheehan.

REAL ESTATE DEPARTMENT.

This department administers all sales, purchases, rentals, and management of real property of the City and County of San Francisco.

Under this jurisdiction - sale of property - the old Hall of Justice at 750 Kearny Street sits idle. The possibility of renovating and remodeling the building for specific uses has been studied but the cost was found to be exorbitant. The site should be sold and added to the City tax rolls. The land alone is costing the City a minimum of \$30,000.00 a year in lost taxes.

Another of the duties of the Real Estate Department is the management of the Civic Auditorium and Brooks Hall. A bond issue was approved for the modernization of the Auditorium. Under this bond issue the structure itself will be remodeled, but all the present furniture and facilities, such as chairs, curtain apparatus, and movable platforms, to name only a few, are to remain as is. A very lengthy report was prepared by the architectural firm of Wurster, Bernardi and Emmons, setting forth in great detail all the factors needed to make the Auditorium modern in every respect.

BROOKS HALL. The new addition to the Auditorium, Brooks Hall, located below the Civic Center Park, has no sign designating its entrance. When people approach from the West they are at a loss to find the entrance to Brooks Hall. When they do find the entrance they have to walk down twenty-five feet of stairways. Many people are not capable of walking these stairs, so do not attend many of the functions.

RECOMMENDATIONS

1. Immediate sale of the old Hall of Justice.
2. That the Civic Auditorium rehabilitation be complete and total. We suggest referral to Report of Additional Expenditures and Yearly Operating Costs prepared for the Director of Public Works and the Director of Properties by Wurster, Bernardi and Emmons as of August 10, 1962.
3. That the entrance to Brooks Hall be properly identified.
4. That the present stairways which provide entrance to Brooks Hall be properly covered by a portal and that escalators be installed.

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PURCHASING DEPARTMENT.

The Purchasing Department purchases all materials and supplies and orders all contractual services for all departments of the City and County of San Francisco; repairs and maintains all equipment of the various departments, except Public Utilities and operates central stores of the purchasing and various other departments.

In the June 1962 election a charter amendment was approved providing the Board of Supervisors shall by ordinance determine the monetary limits of purchases of materials, supplies and equipment.

In January 1962 a new procedure for maintenance of the equipment inventory was adapted. This procedure provides for retention of legal controls by the Purchaser but delegated certain responsibilities to the departments to whom equipment is assigned. The procedure is most satisfactory regarding newly acquired equipment. However there is a substantial back log of uninventoried equipment.

Presently, vehicles are under control of the operating departments, with maintenance and repair by the Purchaser of Supplies. Each department procures maintenance and repair funds and equipment replacement by budget. There are no standard maintenance or replacement policies. Transfer of jurisdiction over City passenger vehicles from the operating departments to the City Purchaser would result in:

1. Simplified and more meaningful budget procedures.
2. Centralized cost and control accounting.
3. More effective use of equipment.
4. Automatic replacement of equipment at the expiration of its useful life.
5. Establishment of a preventative maintenance program.

RECOMMENDATIONS

1. That the Board of Supervisors immediately provide by ordinance for the necessary changes amending the sections of the Administrative Code pertaining to the Purchasing Department to accomplish the purposes of the charter amendment as adopted by the voters in the June election.

PURCHASING DEPARTMENT (Continued)

2. That to permit most effective utilization of electronic data processing now being developed by the Controller and other city departments, a detailed code of materials and supplies purchased and used by the City be devised.
3. That all uninventoried equipment should be added to the new inventories as started in early 1962.
4. That the Board of Supervisors enact by ordinance two resolutions now before them which together have the effect of transferring jurisdiction over City passenger vehicles from operating departments to the Purchaser of Supplies.

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CHIEF ADMINISTRATIVE OFFICER.

The Chief Administrative Officer is responsible for the direction and supervision of the following departments: Public Works, Public Health, Purchasing, Finance and Records, Real Estate, Electricity, Coroner, Agriculture, and Weights and Measures. Since other committees of this Grand Jury are reporting at length on the functions of these departments, this committee will concern itself only with subjects excluded from the above departments.

Two of the important current functions of the Chief Administrative Officer are: 1. The Community Renewal Program.
2. The Hotel Tax Fund.

The Community Renewal Program Project, receiving two-thirds Federal and one-third City support is a survey of all administrative departments involved in the physical development of the City and County of San Francisco.

The Hotel Tax Fund was passed by ordinance in 1961 and provides for a 3% tax on transient guests. The Chief Administrative Officer has the responsibility of budgeting the funds, subject to approval by the Mayor and the Board of Supervisors.

A central services department has been advocated as a department to be administered by the Chief Administrative Officer. This department would perform services such as reproduction, mail and messenger, clerical, stenographic, data processing, methods, and procedures.

CHIEF ADMINISTRATIVE OFFICER (Continued)

RECOMMENDATIONS

1. That the Mayor, Chief Administrative Officer and Board of Supervisors do all in their power to expedite the Community Renewal Program.
2. That a substantial part of the Hotel Tax Fund be used for the development of a major annual civic event or celebration, with special consideration that this event be staged in the tourist off-season.
- 2a. An additional amount be used for national advertising and promotion of our City in general and this event in particular.
3. That the 1963 Grand Jury study the advisability of the appointment, by ordinance, of a Board of Citizens to determine policy for the expenditure of the Hotel Tax Fund.
4. That a central services section be established.

James B. Sheehan, Chairman
Mrs. Emilie Jane Armand, Vice Chairman
Benjamin Bonapart
Stephen I. Bresnahan
Maurice H. Seid

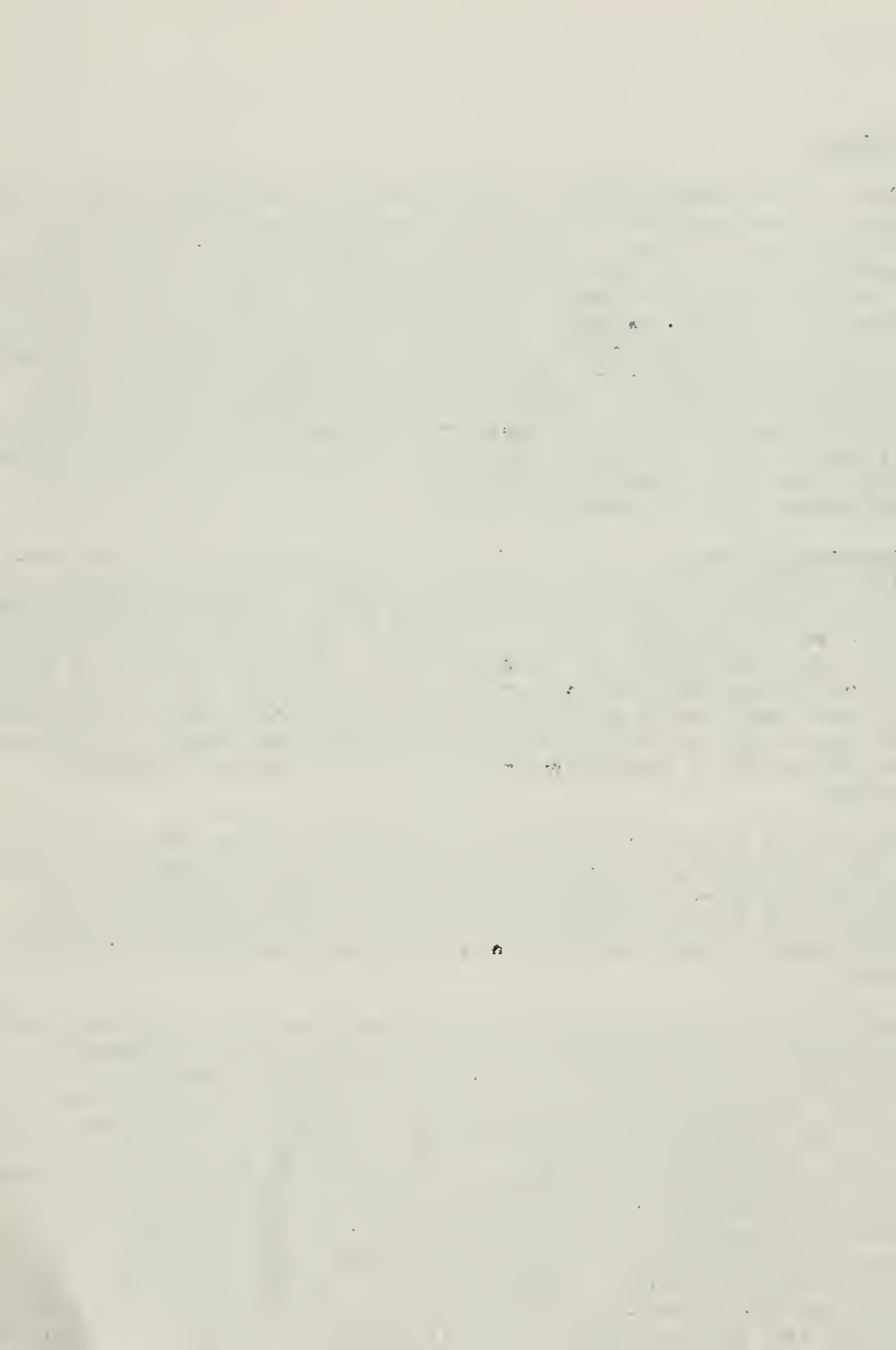
JUVENILE COURT

One of the most apparent problems of the Juvenile Court Program is that of conforming to the most recent, newly enacted legislation which places a time limit for the disposition of all delinquency cases adjudicated by the Juvenile Court Judge. It was apparent that, more than ever before, the shortage of probation officers was creating a need for doing a reasonably adequate job under extreme pressure. At that point, the Grand Jury would have been justified in making an appeal for an emergency appropriation for additional probation officers. However, further study revealed that there was not a unilateral solution to the problems of conducting a complete program of protection, adjudication of youth offenders, care of the neglected, abandoned and dependent children who came under the jurisdiction of the Juvenile Court.

Amazingly enough, the Juvenile Court has been able to conform to the statutory deadlines and time limits. The case loads of the probation officers are infinitely too large, necessitating that cases be set on a priority basis. The most effective job of screening cases at intake cannot be accomplished. The essential and primary function of supervision of youths on probation, under the present heavy case load, must suffer. The Juvenile Court has always been mindful of the need to keep children in custody no longer than necessary. An increase in probation officers staff would strengthen this function.

The Youth Guidance Center is required to give 24-hour care not only to delinquents, but to children needing protective service. Because of the lack of placement facilities in the community the facilities of the Youth Guidance Center have been overcrowded for years, even when a large percentage of inmates have been processed for discharge.

Herein lies the reason why this problem is a bilateral and not a unilateral responsibility. The resources of the community have diminished at a rapid rate. There is a serious shortage of foster homes. Private institutions have curtailed their intake, and while there may be adequate bed capacity in these institutions, bed occupancy has shrunk perceptibly. It is, and has been, for many decades, the practice of the Juvenile Court to contract with private agencies for foster home placement or institutional placement of children who are wards of the Juvenile Court on dependency, neglect, and delinquent petitions. In most cases they cannot be returned directly to their own homes. This practice is now seriously limited, leaving the Youth Guidance Center with many children in custody who are ready for foster home or institutional placement. Also, in this group are many emotionally disturbed youngsters for whom there are very limited placement facilities.



JUVENILE COURT (continued)

It would seem that building more public institutions and adding more units to the Youth Guidance Center might be a solution to this problem. This is, however, contrary to the main objective - to get these children back into the Community where they can receive case work or psychiatric treatment and attend school. Obviously, private agencies which heretofore absorbed most of the children referred to them by the Juvenile Court have been forced to curtail their services because of the lack of adequate financing.

From time to time these agencies petition the City and County for increases in foster home and institutional fees. The increases granted have never been sufficient to cover the full cost of care. Nor have the allotments from United Crusade been sufficient to meet their actual costs.

Hence it must be concluded that there is a joint responsibility toward the achievement of the best kind of child care for San Francisco's children who are in the custody of the Juvenile Court - whether they be juvenile offenders, or victims of neglect, or have had to be removed from their own homes because of a lack of proper parental control or care.

The 1962 Grand Jury therefore, recommends:

1. That every effort be made to augment the staff of probation officers, and other needed staff, in order that: (a) the intake screening process be improved; (b) children in custody be more closely supervised and helped toward earlier dismissal; (c) cases on probation be given more supervision to prevent "repeaters" and do a better job of rehabilitation.

2. (a) That the Mayor and the Board of Supervisors give favorable consideration to requests by private agencies, i.e., foster home agencies and institutions requesting increased board fees to meet the full cost of care of children referred by the Juvenile Court; (b) make funds available for diagnosis, treatment and special placement of emotionally disturbed children needing care away from their own homes.

3. Establish a budget for the creation of Group Foster Homes under the direct supervision of the Foster Home Department of the Juvenile Court.

Angelo Rolando, Chairman
Leo A. Cardozo, Vice Chairman
Chris Amadio
James A. Bailey
Benjamin Bonapart
H. Welton Flynn
George D. Gavin
Dr. Wilbur L. Parker
James B. Sheehan.

TAX COLLECTOR

Our Committee has met on several occasions with the Tax Collector to ascertain what situations, if any, needed the attention of the Grand Jury.

As a result of our investigations we make the following recommendations:

- (1) That the island in the lobby of the tax office be removed to provide more space and convenience for taxpayers making payments in person. The island is not used at all by the tax collector, nor is it desired by his staff.
- (2) The monthly pay of the Chief Clerk in the Tax Collector's office is \$458.00 as compared to \$481.00 for the tellers. Our Committee recommends that an appraisal be made to evaluate the discrepancy above described. This Grand Jury feels that in view of the responsibilities of the Chief Clerk, as a result of this difference, his devotion to duty could prove unsatisfactory.
- (3) That guaranteed postage on self-addressed return envelopes should be used to encourage tax payments by mail, thereby reducing office traffic and teller service.
- (4) That the 1963 Grand Jury observe the use of automatic equipment that will be used to prepare the 1963-64 real estate tax bills. The reason for this concern is, in the event of a failure of the equipment resulting in the bills not being mailed timely, and because of this, payments, not remitted timely, a penalty will be assessed through no fault of the Tax Collector but as a result of State Law.
- (5-a) That a general business license should be applied to all businesses, including professional services, as recommended in the Blyth Zellerbach report. This would result in sufficient additional income to alleviate the constant increase in taxes that has been found necessary the past several years.
- (5-b) We also recommend a license tax be levied on all persons transacting business in San Francisco regardless of the nature of such business.
- (6) That a complete recapitulation of delinquent taxes be maintained by years, so that future Grand Juries will have the opportunity of intelligently reviewing this matter and observing the action taken to effect collection. It appears that more vigorous action could be taken in the early stages of delinquency to effect collection.

COUNTY CLERK-RECORDER

Due to the vast amount of documents left for recordation and not subsequently picked up by the party or parties requesting recordation, storage space has become a problem. Also, an opinion from the City Attorney's office prohibits the destruction of recorded documents even though some are in the excess of sixty years old. Therefore, we recommend:

(1) That fees charged for recording documents deposited with the recorder's office be raised to cover return mailing of documents. This would avoid storing documents and consuming space which could be otherwise used.

Desk space is currently being used in the Recorder's office by title insurance companies and notaries public at the same rental fee which has been in effect for several years; we recommend:

(2) That the rental charge for desk space used by the title companies and notaries public be reappraised and adjusted to bring the charge in line with current rental rates for desk space.

(3) That the City and County of San Francisco should go on record favoring state legislation which would establish a new fee schedule for estates based on a sliding scale which would increase income to the city.

The County Clerk's office, under court order, often handles court deposits as trust funds; and we recommend:

(4) That an evaluation of the handling of court deposits as trust funds should be explored in order to effect an appropriate fee.

It is necessary to reproduce many documents and other data for distribution, and the use of photostatic equipment by the Recorder's office has saved time and money; therefore we recommend:

(5) That continued acquisition of new photostatic equipment be expedited to increase better service to the public.

PUBLIC ADMINISTRATOR-PUBLIC GUARDIAN

The office of Public Administrator is responsible for the administration of estates of deceased persons who die intestate where there are no heirs of the decedent in the state; or when a decedent dies testate but where an executor is not named, or if one is named, he is unable to or fails to qualify and there are no heirs residing in California.

PUBLIC ADMINISTRATOR-PUBLIC GUARDIAN (continued)

In the fiscal year ending June 30, 1962 the Public Administrator received fees in the amount of \$181,850.00. The operating cost for the same period amounted to \$138,609.00, and as a result showed a net revenue of \$43,243.00. During the fiscal year, 1296 estates were investigated, 488 new cases were opened; final accounting was made for 344 cases and 246 discharges were filed. Open estates remaining at year end numbered 898.

This Grand Jury discussed two major areas needing immediate attention and recommends as follows:

(1) Increase of the Revolving Fund from \$2,500 to \$3,500.00 to avoid having unpaid accounts due to the county clerk's office outstanding at the close of a business day. Our Committee submitted and has passed a resolution by the 1962 Grand Jury urging the Board of Supervisors to increase the Revolving Fund.

This Grand Jury was able to ascertain that the average time to close a probate case is one year and some funds disbursed for filing, etc., are dormant during this period. It is also necessary to advance real estate tax payments in many cases pending closing of many estates.

It was recommended by the Controller in February 1962, that the Revolving Fund be increased, for it was the Controller who took exceptions to the Public Administrator having unsettled daily accounts with the county clerk's office.

(2) Consolidation of offices in larger quarters with adequate space for filing of records and documents. Provide a consultation room so attorneys, clients, and wards can discuss matters without interruption. We also strongly urge the housing of the Public Guardian section with the Public Administrator's Office. This was recommended in the Blyth Zellerbach report.

In addition to the two major areas, this Grand Jury also agrees with the 1961 Grand Jury and the Mayor's Municipal Management Committee, that an annual audit of the Public Administrator's Office should be made to protect the Public Administrator as well as the City and County government. We strongly recommend this action be taken.

The Public Guardian has at present 185 wards and is critically in need of an investigator or qualified social service worker to properly service these cases. This is urgently recommended to assist the Public Guardian who personally acts in this capacity currently - leaving his office unsupervised.

H. Welton Flynn, Chairman
Maurice H. Seid, Vice Chairman
Chris Amadio
Stephen I. Bresnahan
R. Frank Friedenthal

CORONER

The Coroner is responsible for determining the cause of all deaths occurring in the following circumstances: 1. Homicide 2. Suicide 3. Accident or injury 4. When a suspicion of crime exists 5. When the attending physician is unable to state cause of death 6. When there was no medical attendance at the time of death 7. When there had been no medical attendance or treatment within five days prior to death.

The new morgue, supervised by the Coroner, with its modern equipment and facilities is probably the finest in the nation. The use of electronic equipment has replaced the need for additional personnel. There has been one request for personnel in the past six years and it was granted.

RECOMMENDATIONS

1. This department needs no additional personnel, space, or equipment.

2. The Coroner must continue to operate independently from other law enforcement agencies.

No other recommendations were forthcoming regarding the Coroner's office as the department has been operating within the budget allowed.

Angelo Rolando, Chairman
Leo A. Cardozo, Vice Chairman
Chris Amadio
James A. Bailey
Benjamin Bonapart
H. Welton Flynn
George D. Gavin
Dr. Wilbur L. Parker
James B. Sheehan

THE PUBLIC POUND

The Public Pound is operated and administered for the City and County of San Francisco by the Society for Prevention of Cruelty to Animals (S.P.C.A.). This organization, privately supported to carry out its own operations, is reimbursed by the City to discharge the Pound function.

During the past fiscal year the City collected \$105,315.50 from dog license fees and gave to the S.P.C.A. \$97,286.00. The Haskins and Sells audit for this period indicated that the S.P.C.A. spent \$138,510.00 for pound functions and thus had a deficit of \$41,224.00. A large part of this deficit was caused by enforcing the "Leash Law", passed by the Board of Supervisors in June 1961. As the "City's Poundkeeper", the S.P.C.A. is required to enforce this law.

At the present time the S.P.C.A. is constructing a new building adjacent to their present quarters at a cost of approximately \$250,000.00. Also in the planning stage is a remodeling program of their existing quarters which will cost about \$125,000. Both of these projects are totally financed by the S.P.C.A. The City is most fortunate that the San Francisco S.P.C.A. is the poundkeeper for the City and that these modern and adequate facilities are maintained at no cost to the City.

RECOMMENDATIONS

1. That the present dog license fee of \$3.00 be increased to \$4.00.
2. That the increased revenue collected be given to the S.P.C.A. for pound activities, including enforcement of the Leash Law.

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CALIFORNIA ACADEMY OF SCIENCES

The California Academy of Sciences was established in 1853 as a non-profit scientific and educational organization.

The Academy's facilities located in Golden Gate Park consist of the Hall of Science, Alexander F. Morrison Planetarium, May T. Morrison Auditorium, the North American Hall, the Simson African Hall, and the new wing containing the J. W. Marilliard, Jr.,

California Academy of Sciences (continued)

Library, the Alice Eastwood Hall of Botany, and the Norman B. Livermore Room. In addition, the Academy under the City Charter is charged with the responsibility of directing and supervising the operations of the Steinhart Aquarium.

The Academy is governed by a Board of Trustees consisting of 25 individuals who serve without compensation. The day-to-day activities of the Academy are coordinated by a Director who has general supervision of 14 departments and related activities. Except for the Aquarium and some of the scientific educational activities for which the City Charter provides the work is maintained by donations, bequests, and grants received from individuals, corporations and foundations.

A bond issue of \$1,575,000.00 to complete reconstruction of the Aquarium was approved by the voters and this work should be completed by spring 1963.

The Academy's budget for the current fiscal year amounts to \$998,049.00. The Board of Supervisors appropriated \$140,682.00 in support of these activities and the Academy anticipates a deficit of \$23,000.00.

The two and one-quarter million persons annually attracted to the Academy of Sciences from San Francisco, the Bay Area, throughout the State and the Nation, contribute broadly to the general economic well-being of the community. The Academy's popularity is enhanced by its television show "Science in Action" which is seen in a chain of cities from Johnstown Pa. to Hong Kong, and by other recent expansions into public education and entertainment fields.

The California Academy of Sciences is not only a scientific and educational institution but also a most valuable economic asset to San Francisco and San Francisco Business.

RECOMMENDATION

1. That the Mayor and Board of Supervisors continue their full support of the Academy as an important economic and educational asset.

James A. Bailey, Chairman
Edward J. Wafford, Vice Chairman
William Moskovitz
Angelo Rolando
James B. Sheehan

THE DEPARTMENT OF ELECTRICITY

The Department of Electricity is responsible for the construction, installation, maintenance and repair of equipment in the central fire alarm station, fire alarm equipment in fire houses and fire alarm boxes, and fire dispatching operation, Police Department emergency telephone and teletype systems, parking meters, radio communications, traffic signals and Civil Defense warning system.

The Committee was informed of the pilferage of the parking meters in our city at an increasing rate, and the increase in loss of revenue to the city has concerned this Committee. The parking meters are opened by duplicate keys and razor blade handles. Possible methods of cutting down on this pilferage are: (1) Changing the locks. (2) Interchanging the location of the meters. (3) Replacing meters with new lock-proof meters. (4) Increased police detail in the areas most often attacked.

This Grand Jury recommends that a "sampling supply" of new security type parking meter locks be purchased and installed in that area having an exceptionally high rate of pilferage in order to determine the amount of savings effected.

Grand Juries of past years have recommended the need of a new modern location for the Department of Electricity, as this Grand Jury did in its interim report. At this time, a new location has been procured which will centralize the operation of the Department, affording greater efficiency and personal safety.

This Grand Jury is in agreement with the Blyth-Zellerbach Report in recommending the changing of the Department title to one that would properly identify its function. The "Department of Electronics" or the "Department of Communications" are suggested.

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THE PARKING AUTHORITY

The Parking Authority of the City and County of San Francisco was established in 1949 for the purpose of determining, establishing and maintaining public parking facilities for its citizens' automobiles.

Since 1949 San Francisco established ten publicly-owned parking areas and over 20,000 off-street parking stalls. Nearly 1,000 more parking stalls are being developed. The total cost of

Parking Authority (continued)

this project is approximately 55 million dollars with an outlay of Public Funds of \$9 million.

Under development at this time are the Japanese Cultural Center Underground Garage, Golden Gateway Underground Garage and six neighborhood parking lots.

The 1962 Grand Jury recommended that the employees of the Parking Authority be given the same retirement and other benefits as their fellow City employees and submitted a resolution supporting Proposition "G" on the November 6, 1962 ballot. This was approved by the voters.

Management reports. With the volunteer assistance of Arthur Andersen and Company, an outstanding firm of Certified Public Accountants of international reputation, the San Francisco Parking Authority has developed a plan of Proposed Management Report, which, if implemented and put into operation will provide a proper accounting system for the municipal parking facilities comprising the San Francisco Off-Street Parking Program and furnish the Authority with the information necessary for the efficient and economical operation of these facilities.

The current work load of the Parking Authority has greatly increased since its inception. At present its staff consists of 4 people: Director, Secretary, Stenographer and Clerk-Typist. To continue its work in the proper manner and maintain the Management Reports referred to above requires the services of one (1) additional clerk who is badly needed to assist the present staff and who would have the responsibility for the up-to-date recording of the financial data.

The statistical information desired is now maintained piecemeal in the Controller's office, but the Parking Authority is unable to correlate the data properly.

To take advantage of the thousands of dollars worth of work done gratis by the Arthur Andersen and Company staff and to enable the Parking Authority to do their job in the most efficient and economical manner this Grand Jury strongly recommends that the staff of the Parking Authority be increased by the addition of this one (1) additional employee so urgently needed.

We also find that much travel is required, not only by the members of the Parking Authority, but also by members of the staff in the transaction of Authority business. The use of privately-owned automobiles is not deemed proper nor desirable, and this Grand Jury recommends that a City-owned vehicle, garaged in the proposed Motor Pool, be made available for their use.

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THE FIRE DEPARTMENT

The City and County of San Francisco possesses one of the nation's finest fire departments. This Committee commends the personnel of the Department for the efficient manner in which it conducts its financial program, remaining within, or under, its budget for the fiscal year.

The functions of the Department other than fire fighting are fire investigation (which is a preventive measure), training of personnel and an extensive safety program.

Of major concern to the Department at this time is the delay in completion of the communications system. Contract changes have set the completion date back many months. Both the Fire Department and the Department of Electricity feel that the system will be placed into operation at an early date.

RECOMMENDATIONS:

1.The Grand Jury recommends that when specific Fire Fighting equipment is requested, it be supplied as requested and no substituting be permitted.

2.The Grand Jury recommends that needed training aids, such as photographic equipment, films, a photo-enlarger and a photo-reducer, be provided.

The Grand Jury recommends relocating the administrative office of the Fire Department. The former site of the Department of Electricity at 276 Golden Gate Avenue is considered to be satisfactory by both the Fire Commission and the Fire Chief.

4.Also recommended is a new fire boat for the waterfront. At the present time, one of the two fire boats is inadequate and must be replaced if the San Francisco Fire Department is to retain its Class II rating, which is the highest in the nation.

Dr. Wilbur L. Parker, Chairman
R.Frank Friedenthal, Vice Chairman
Matthew J. Boxer
Leo A. Cardozo
H. Welton Flynn.

LIBRARY

During 1962 the decision was made to maintain the present main library. Funds have been appropriated to complete all necessary repairs and required remodeling. Upon completion of this project the main library will again become the core and provide the accepted functions of a modern library system.

The branch system of the library requires continuous study and survey. Because of population shifts within the City, caused by new areas of development by private and public agencies, new sites must be located and obtained. In some cases this will cause abandonment of existing branches. Although current needs are a must, future requirements are also essential in all library planning.

Only a modern plant, including its branches, and sufficient funds to provide necessary books and other library services will attract experienced and professionally trained personnel. The recruitment of this type of personnel as vacancies occur or new positions are created, requires that the one-year residence requirement be rescinded.

A complete public library is a must for any progressive city. The tax money expended cannot be measured in statistically tangible results. The entire community participates and receives benefits from the library. The library is essential to the culture and education of the citizenry. The expansion of schools and colleges, including adult education, the increased number of senior citizens, additional leisure time, and the increase in juvenile delinquency are all important factors which point to the need for a strong and adequate library system.

RECOMMENDATIONS:

1. That the Mayor and the Board of Supervisors protect the monies invested in all libraries by approving all necessary future requests for keeping maintenance current.
2. That planning for the future be a continual process so that adequate facilities are readily available to all neighborhoods.
3. That the ~~one~~-year residence requirement not apply to professionally trained library personnel (qualifications determined by the Civil Service Commission).
4. That budget-cutting of personnel, books, supplies, and equipment, and maintenance repair must cease. It is suggested that

LIBRARY (continued)

the 1963 Grand Jury report to the citizenry the action taken on the 1963-64 library budget by the Administrative Assistant to the Mayor, the Mayor, and the Board of Supervisors.

Benjamin Bonapart, Chairman
Stephen I. Bresnahan, Vice Chairman
Mrs. Emilie Jane Armand
Matthew J. Boxer
William Moskovitz
R. Frank Friedenthal
Maurice H. Seid
Robert P. Utter
Edward J. Wafford.

PUBLIC DEFENDER

An adequately staffed and equipped Public Defender's office is essential for the administration of criminal justice in San Francisco. Justice cannot be equal and accessible for all unless every defendant, irrespective of his means when brought into the criminal courts, is represented by counsel.

Section 33 of the City Charter states that the Public Defender "shall immediately, upon the request of a defendant who is financially unable to employ counsel, or upon order of the court, defend or give counsel or advice to any person charged with the commission of a crime."

Recently additional responsibilities were added to the Public Defender's office by amendments to the Government Code and to the Welfare and Institutions Code. The Public Defender must now represent juveniles when the minor or the guardian desires counsel but is indigent and cannot pay an attorney, irrespective of whether the misconduct if committed by an adult were a felony or not. He must also represent indigents who are alleged sexual psychopaths, and mentally ill.

Proper representation requires that each defendant be granted a fair and impartial trial; that all of his rights are preserved; that the innocent are not found guilty; that every possible defense be presented; that investigation be made to ascertain if any mitigating circumstances exist; and, in general, to see that each defendant receives every protection of the law to which he is justly entitled, under our Federal and State constitutions.

The necessity of performing their routine assignments while conducting the defense of a major criminal case prevents deputy defenders from properly discharging their duties. Deputies must be given adequate time to provide immediate counsel to the accused and to properly execute their defense duties.

While the Public Defender is responsible in representing all indigent accused, it is also his responsibility to see that public funds are used only for the people that qualify for this service. Having an adequate investigatory facility for discharging this responsibility, as well as revealing evidence of innocence, will save time and money.

The staff of the Public Defender's office has not been increased in proportion to the increased work load. Until this discrepancy is rectified, it will not be possible for this office to properly fulfill its responsibility.

PUBLIC DEFENDER (continued)

RECOMMENDATIONS:

1. That a deputy on a major criminal case not be assigned other cases.
2. That affidavits regarding financial inability to employ private counsel be required of all defendants, with penalties for those who falsely certify.
3. That one investigator and one deputy be added to the staff.
4. That the attorneys employed in this office be selected under civil service procedure.

Angelo Rolando, Chairman
Leo A. Cardozo, Vice Chairman
Chris Amadio
James A. Bailey
Benjamin Bonapart
H. Welton Flynn
George D. Gavin
Dr. Wilbur L. Parker
James B. Sheehan.

LAW LIBRARY

The Law Library is located in the City Hall and contains legal books used daily by attorneys and students. The use of these reference books has proved a great help in expediting judicial action. These books have also been of great assistance to law students.

Every year many new volumes are received. This is now creating a space problem.

RECOMMENDATION:

1. That when a new Court House is built, adequate provision be included for a modern, complete Law Library.

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CALIFORNIA PALACE OF THE LEGION OF HONOR.

The California Palace of the Legion of Honor is open to the public, admission free, daily from 10 A.M. to 5 P.M. The Jacob Stern Collection of the 18th and 19th century European and American paintings is on indefinite loan to the museum. The painters represented in the permanent collections include: Renoir, Manet, Monet, Daubigny, Fra Bartolomeo, El Greco, Guardi, Longhi, Tintoretto, Veronese, Murillo, Van Dyck, Hobbma, Rembrandt, Fragonard, Copley, Raeburn, Gainsborough, and Lawrence among many others.

The educational department of the museum arranges with clubs, schools, and social groups for privately conducted tours of the museum's permanent collection and special exhibitions. In addition, they operate a program of displaying color prints of

CALIFORNIA PALACE OF THE LEGION OF HONOR (Continued)

great works of art in schools and hospitals and libraries of the area. The museum has published a Handbook of the Collections and numerous catalogues for special exhibitions. In addition it publishes a monthly bulletin, and mails to a wide list a monthly calendar of events. Museum publications, postcards and reproductions of works in the permanent collections are on sale at the desk in the entrance lobby.

Attendance by the public warrants maintaining the California Palace of the Legion of Honor in a first class condition. Statistics for the period January to July, 1962 indicate over 325,000 visitors.

Some of the problems facing the Legion of Honor are:

1. Obsolete and inadequate lighting panels for the galleries.
2. An antiquated heating system.
3. Inadequate amount of storage space.

RECOMMENDATIONS

1. Provide adequate lighting panels for the galleries.
2. That the Department of Public Works determine whether the present heating system can be repaired or whether a new system is needed.
3. Provide the needed storage space by constructing an underground area under the present forecourt.

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ASSESSOR

The 1962-63 assessed valuation of land in San Francisco amounted to \$365,285,205, and increase of \$3,817,720 over the previous year. This increase reflects the results of land revaluations in process for the past year covering 766 blocks of San Francisco's taxable area. Approximately 35,000 separate parcels of land are involved in the present revaluation survey.

Assessed valuation of buildings this year in San Francisco continued upward, reaching a total of \$761,786,685, an increase of \$29,935,660 over last year. New buildings started or completed this year, including homes, flats, apartments and commercial-industrial buildings, numbered 1,273. Overall new construction accounted for 4,675 increased assessments.

ASSESSOR (Continued)

The total assessed valuation of inventories, commercial-industrial equipment and household furnishings for the 1962-1963 period amounted to \$306,955,249. This figure represents an increase over the previous year of \$11,466,555.

The continuing acquisition of land within the City and County of San Francisco by federal, state and local agencies is of great concern to this grand jury.

The following Redevelopment property has been taken off the tax roll.

PROJECT	ASSESSED VALUE
Western Addition Area A-1	\$ 3,875,890
Diamond Heights Area B	206,975
Golden Gateway Area E-1	3,313,050
Combined Total	\$ 7,395,915

Total Assessments Returned to Roll (These figures represent only the 1962-63 Roll period, since nothing came back on the Roll from Redevelopment prior to the 1962-63 Roll.)

PROJECT	ASSESSED VALUE
Western Addition Area A-1	\$ 984,275
Diamond Heights Area B	242,750
Golden Gateway Area E-1	None
Combined Total	\$ 1,227,025

It is the recommendation of the 1962 Grand Jury that the Redevelopment Agency take every possible step to expedite the return to the tax rolls of land which has been acquired for redevelopment purposes.

During 1962 total claims for Veteran Exemption granted were 36,927 in all categories, representing a decrease of 759 from the previous year. A total of 1,140 veterans were denied exemption after filing claim because they were found to have assets in excess of \$5,000 and accordingly did not qualify under the Statute.

The 1962 Grand Jury believes that the Assessor is making the maximum use of his appraisal staff and yet it is our judgement that in order to continue the land and building revaluations and the checking of exemption claims additional personal property auditors are required. When because of automation a surplus of employees is created we recommend that some of these employees be assigned to the Appraisal Staff of the Assessor's Office.

CONTROLLER

The Controller is responsible for the handling and auditing of all disbursements, and seeing that outside audits are conducted in accordance with Charter provisions. The Controller is also responsible for the preparation of the budget requests from all departments submitted to the Mayor and the Board of Supervisors.

On July 1, 1961 the Controller inaugurated an initial five year schedule for conversion from Tabulating (electro mechanical) and manual systems to the Computer (electronic data processing) system.

The second year of the approved five year EDP program updating office procedures has 19 city personnel assigned full-time from nine departments. These 19 skilled and experienced city employees were drawn from the 459 city personnel who indicated their interest in the City's five-year EDP Program. From 22 city departments, 136 city personnel have participated in this in-service training either as members of or observers at "orientation" courses or at seminars.

The EDP Project staff members are assigned to the following divisions: Working on the Budget,5; Payroll,4; Payroll-Civil Service,3; Payroll-Health Service,2; Payroll-Restirements,2; and Assessment and Taxes,4. The I.B.M. facilities of Marin County are used for this training.

The target date for the completion of the budget program is December 1962 so that the submission of the next budget can be prepared by the EDP method. The target date for the conversion of the Assessment Roll to EDP method is June 30, 1963 and a trial conversion of the Controller's payroll is scheduled for January 1963.

The enormous capacity of the electronic computer necessitates the conversion of related functions in a "package", thus transcending departmental boundaries. To illustrate - The Assessor, the Tax collector and the Controller have jurisdiction over different phases of the Tax Roll. Although the computer will be under the Controller's jurisdiction, the Controller cannot, by law, relieve the other officers of their respective statutory authority and responsibility.

RECOMMENDATION:

That appropriate measures be taken in the near future for the permanent establishment of an electronic data processing department.

James A. Bailey, Chairman
Edward J. Wafford, Vice Chairman
William Moskovitz
Angelo Rolando
James B. Sheehan

REGISTRAR OF VOTERS

One of the present day problems confronting the Registrar of Voters is the number of state and city propositions as well as the number of persons running for the many elective offices. In the latter group are the many candidates of both parties running for the office of County Central Committee. It is apparent that many such candidates filing, do so with little or no hope for election.

Another problem of the Registrar of Voters is the maintenance of the 1,950 voting machines stored at the car barn at Geary Boulevard and Masonic Avenue. During the year 1962 some of these voting machines were damaged by water because of roof leakage.

RECOMMENDATIONS:

1. That a filing fee of \$20.00 be established for persons desiring to run for the County Central Committee.
2. That the position of Chief Clerk in the office of the Registrar of Voters, which is now vacant, be filled.
3. That the building, located at Geary Street and Masonic Avenue, which is used to house the voting machines be frequently checked for all needed repairs and maintenance.

H. Welton Flynn, Chairman
Maurice H. Seid, Vice Chairman
Chris Amadio
Stephen I. Bresnahan
R. Frank Friedenthal.

BOARD OF PERMIT APPEALS

The duties and functions of the Board of Permit Appeals are included in Section 39 of the City Charter. The Board consists of five members who in turn appoint an Executive Secretary. The Commissioners are paid \$15.00 for each meeting attended, with a total board budget ceiling of \$5,000.00 per year.

The jurisdiction of this Board extends to any applicant desiring a permit or license who has been denied such permit or license by the issuing department; or whose license or permit has been revoked by any department. Decisions of the Zoning Administrator with regard to various decisions and violations of the Planning Code, and Planning Commission approvals or disapprovals, are subject to appeal before this Commission. The hearings in these matters are in the nature of a court of equity. It may hear appeals on the record or it may try the matter and make its own independent investigations and orders. It is not required to state the particular reasons upon which its decisions are based, but will do so when requested by the Mayor. Also any person who believes that his interest would be adversely affected by the operations conducted under any legally issued permit may protest before this board and seek a revocation of such permit. The citizen filing an appeal with the Board of Permit Appeals pays a filing fee of \$10.00

It has been the policy of the Board of Permit Appeals to sustain the action of a particular City Department wherever possible. Only in those cases of hardship, not self-induced and in error, or where it is believed that the interests of the people of San Francisco are detrimentally affected that such departments have been over-ruled.

An affirmative vote of four out of five members of the Board is necessary to over-rule the actions of other city departments, subject to its jurisdiction. A good many of the appeals arise out of adverse decisions made with regard to applications denied by the Department of Public Works, Police Department, Fire Department, Department of Public Health, Zoning Administrator and the Planning Commission. In many of these cases permits have been denied because of out-moded codes and the only relief available is within the Board of Permit Appeals. In many cases the Board members visit the site involved in a controversy and have conducted independent investigations in order to acquaint themselves fully with the facts involved before ruling.

Any City Department or individual citizen may appeal the decisions of the Board of Permit Appeals to the Superior Court of the City and County of San Francisco. During thirty-two years of its operation attempts through the courts to allege abusive discretion by the Board has resulted in three or four California Supreme Court decisions in favor of the Board, as well as one favorable United States Supreme Court decision.

BOARD OF PERMIT APPEALS (continued)

The executive secretary is the only paid employee of this office. When duties or lunch necessitate his absence, applicants find sign reading, "Please leave your request on the pad next to this sign". There is no personnel available to perform required typing and clerical work.

RECOMMENDATIONS:

1. That there be assigned for two hours a day, one clerk-typist.

2. That Section 39 of the City Charter be changed so that each member of the Commission would receive a compensation of \$100.00 per month.

Dr. Wilbur L. Parker, Chairman
R. Frank Friedenthal, Vice Chairman
Matthew J. Boxer
Leo A. Cardozo
H. Welton Flynn.

ADULT PROBATION DEPARTMENT

During the past fiscal year, the 26 probation officers prepared 7,527 pre-sentence investigations and reports for the Superior and Municipal Courts. In addition 6,300 persons on probation were supervised. The average case load for the year was 254 compared with 227 for 1961.

Professional standards developed by state, national, and private agencies indicate that a maximum case load of 75 should not be exceeded; and this case load standard does not include time for pre-sentence investigations.

Supervision is the "heart" of probation work, but because of the monumental tasks confronting this department each day, it is obvious that little rehabilitative supervision takes place. The Adult Probation Department was established for the primary purpose of protecting society and rehabilitating persons who involve themselves in transgressions of the law. These important functions are attempted with case loads three times the number set by professional standards.

In addition, a case for increasing this Department's personnel can be made on an economic basis. In 1961 it operated on a budget of \$303,912.00. Fines collected from probationers, amounted to \$234,314.00. The latter sum was returned to the General Fund of the City and County, thereby reducing the net cost of operations to \$60,598.00. Additionally, \$659,990.00 was collected from fathers who had failed in the past to provide money for the well-being of the children involved. The amount of \$119,998.00 in restitution was collected which, in turn, was disbursed to various merchants and citizens for burglaries, malicious mischief, and etc. In all, \$1,014,302.00 was collected by this department. A substantial amount was left uncollected because of the inability of the staff to properly supervise those on probation.

The addition of one (1) probation officer in the year 1959 and one (1) in 1960, at a cost of \$14,000.00 to the City, resulted in an additional increase in collections in the Family Department of \$124,427.00; a return of more than 850% on the city's investment.

From year to year, the work of this department has increased. An added function is the participation in the operation of the Alline Clinic. The duties of making investigations and collections have fallen on the Probation Officers, who should be engaged in supervision and rehabilitation exclusively.

ADULT PROBATION DEPARTMENT (continued)

The department must have the necessary staff to perform all administrative and related functions, so that the probation officers are completely free to perform only probation work.

In the recent report, prepared by the State Board of Corrections in regard to local county jail facilities, the following was stated concerning the paroling of county jail prisoners, "-post-institutional supervision offers greater potential for rehabilitation as well as more effective public protection. Greater use should be made of the parole process in San Francisco."

The Adult Probation Department contemplates requesting:

- 4 Deputy Probation Officers
- 2 General Clerks
- 1 Account Clerk
- 2 Trainee Probation Officers.

This is a modest request. There is ample justification for requesting even more personnel. Only by having sufficient personnel can this department provide the probationers and the citizens of San Francisco a job well done.

RECOMMENDATION:

That the additional staff needed and requested by the Chief Probation Officer, be made available to the Adult Probation Department at the earliest possible moment.

Angelo Rolando, Chairman
Leo A. Cardozo, Vice Chairman
Chris Amadio
James A. Bailey
Benjamin Bonapart
H. Welton Flynn
George D. Gavin
Dr. Wilbur L. Parker
James B. Sheehan.

DEPARTMENT OF PUBLIC WORKS

The Department of Public Works is responsible for the planning, design, construction and maintenance of the City's streets, highways, other than State Highways, traffic control, bridges, tunnels, sewers, sewage treatment and pumping facilities, and all City buildings.

The department issues and administers all building, electrical, plumbing, house moving, street use, driveway and street excavation permits and also the permits for dumps used for the disposal of combustible construction waste and demolition materials. It also supervises the disposal of garbage by the fill and cover method.

Bottlenecks often occur in the Central Permit Bureau, pertaining to the issuance of permits for construction, alteration, or repair of structures. With particular respect to alterations and repairs of existing structures permits should be issued in far less than the average of three weeks now required. One reason for this delay is that all applications must be referred to various city departments such as City Planning, Bureau of Inspections, Bureau of Fire Prevention, and Bureau of Engineering.

Included in the functions of this office is the direct responsibility for all janitorial work. This service is performed for most city departments and the personnel employed, numbering some 370, are scattered thruout the many city buildings.

RECOMMENDATIONS:

1. That all bureaus be located in one central building or area, preferably near the Civic Center.
2. That continuous effort be made to utilize more motorized and mechanical street cleaning equipment.
3. That the existing bureaucratic red tape be removed in order to expedite the issuance of building permits.
4. That all janitorial and minor building maintenance be awarded yearly by bid to an outside building maintenance firm. As this is now prevented by the Charter, it is recommended that the necessary Charter changes be made.

DEPARTMENT OF PUBLIC WORKS (continued)

It is not the intent that any present city employees would lose employment. As the normal labor turn-over is approximately 10% per year, this program would take about 10 years to be 100% operative.

James B. Sheehan, Chairman
Mrs. Emilie Jane Armand, Vice Chairman
Benjamin Bonapart
Stephen I. Bresnahan
Maurice H. Seid.

PUBLIC WELFARE DEPARTMENT

The Public Welfare Department was created in 1937 by Charter amendment. The functions and responsibilities of the Department have increased each year due to the adoption of new statutes by the State Legislature. On January 1, 1962, the Department became responsible for administering the new Medical Assistance for the Aged program. By November 1962 nearly 2,000 aged persons in San Francisco were receiving medical care (mostly for hospital and nursing home care) at a monthly cost of over \$500,000. Half of this cost is met by the federal government; the other half being shared equally by the State of California and the City and County of San Francisco. A majority of these aged persons are patients in San Francisco's three public hospitals, and the payments made for this care represent income to the City and County of San Francisco.

The Department operates with about 485 employees and its budget for the fiscal year 1962-63 is in the neighborhood of \$50 million, of which about \$5 million, or 10 percent of the total, represents the net cost to San Francisco. The balance of the cost is met by the federal and state governments. The programs administered by the Department during the year were:

Public Assistance -- Old Age Security; Medical Assistance for the Aged; Aid to Needy Blind; Aid to Potentially Self-Supporting Blind Residents; Aid to Needy Children in their Own Homes; Aid to Needy Children in Boarding Homes and Institutions; Aid to Needy Disabled; California Public Assistance Medical Care Program; Indigent Aid.

Service Programs for Children -- Adoptions; Licensing of Boarding Homes for Children; Foster Home Placement and Supervision of Children; Counseling, Guidance, and Protective Services for Children.

Other Programs -- Single Men's Rehabilitation Center; California Prevention of Blindness Program; Licensing of Boarding Homes for the Ambulatory Aged.

During the past five years the number of children placed in foster homes and institutions increased from 615 to 914. There was an increase in the number of child welfare workers whose responsibility is to determine placement and provide supervision for these children.

As of June 30, 1962, the Department completed one full year of operation of the Family Rehabilitation Program. The purpose of this program is to find solutions to the problems which cause dependency, to prevent the occurrence of new problems, and to rehabilitate the families and restore them to self-sufficiency and independence.

PUBLIC WELFARE DEPARTMENT (Continued)

The Department received a "county demonstration project" grant of funds from the State of California in March of this year to further this program, and the grant has been extended for the fiscal year 1962-63.

San Francisco is the first major city in the country to adopt these procedures, although they now are in the process of installation in a number of other localities. This program, which was installed and is being operated without any additional cost to San Francisco, should represent a big step forward in the rehabilitation of families needing help from the Department, thus resulting in their return to independence.

In November 1962, the Public Welfare Commission applied to the State for a grant of funds to improve the Department's work with the aged. This will include additional training for its staff in work with the elderly, and the utilization in its operations with this group of some of the same principles which form the basis of the Department's Family Rehabilitation Program. The Department has stated that the State has assured San Francisco of the approval of its request as of January 1, 1963. Here again, the Department is making a big step forward.

Over 90 percent of the Department's expenditures are in the form of public assistance and medical care payments, with less than 10 percent going for administrative costs, i.e., the costs of operating the various public assistance and service programs administered by the Department. The efficiency of operation of the Department is indicated by the fact that during the fiscal year 1960-61 (the latest full year figures available) the total costs of administering the public assistance programs represented only 8.8% of total expenditures for assistance and administration. This compares with an average of 11.3% for the other three largest California counties of Los Angeles, San Diego and Alameda, and none of these three counties had a lower percent administrative cost than 11.1%. The average for the ten largest counties, including San Francisco, was 10.8%.

The Department's present major handicap is inadequate housing of its operations. While two recent bond issues for a new building for public welfare purposes failed to receive the required two-thirds vote, a majority of the voters of San Francisco recognized the need for more adequate quarters, and voted in the affirmative. The city administration should give careful consideration to this problem with the goal of providing adequate quarters for the Department as soon as this can be accomplished.

PUBLIC WELFARE DEPARTMENT (Continued)

RECOMMENDATIONS

1. That more adequate quarters be found for the Department of Public Welfare.
2. That consideration be given to increasing the present staff.

Benjamin Bonapart, Chairman
Stephen I. Bresnahan, Vice Chairman
Mrs. Emilie Jane Armand
Matthew J. Boxer
William Moskovitz
R. Frank Friedenthal
Maurice H. Seid
Robert P. Utter
Edward J. Wafford

THE PLANNING COMMISSION

The Department of City Planning in the City and County of San Francisco was formed to develop, improve and maintain the use of land in the City and County.

The Department consists of a Planning Division headed by a Director and a Zoning Division headed by an Administrator.

The Planning Division is concerned with the growth and development of City land and works under a Master Plan. This plan was adopted as a guide in the development of a pattern for a future San Francisco.

The need of a rejuvenated downtown San Francisco is a most important issue before the Commission and a study for this plan began on June 15, 1962, when the Board of Supervisors appropriated \$25,000.00 to assist in its preparation. The results of these findings are scheduled to be presented in June, 1963.

The State's jurisdiction over property extending from a point beneath the present Embarcadero Freeway East to the Bay has complicated the progress of the Ferry Building Park development.

A Rapid Transit System was approved by the Planning Commission and on November 6, 1962, was also approved by the voting populace of our City and County. This successful vote was the result of ten years of intensive study and was passed the first time the matter was placed on the ballot.

The Zoning Division of the Department is given the duty of administering and enforcing the City Planning Code.

A case of special interest to this Committee was one involving several City departments. This matter concerns the purchaser of a house and property in an R-2 zoning area making plans to remodel the building into a two-family dwelling. The plans were approved by the City Building Department. The City Planning Commission refused to approve the plan, claiming that the lot had been illegally reduced in size. Personal meetings with the City Planning Commission Director, the Zoning Administrator and the City Attorney's office, along with telephone conversations with a member of the Board of Supervisors, were held. This Committee feels that the solution to this particular problem should be handled through a civil court procedure.

The Grand Jury recommends that positive action through legislation be enacted to see that this practice is not continued in the future.

THE PLANNING COMMISSION (Continued)

The Grand Jury also recommends that the Grand Jury of 1963 continue this investigation until a definite policy is enacted.

During the past year the San Francisco Planning Department has drafted a proposed sign ordinance. This draft was recently released to the press and all interested parties. In preparing this draft little or no consideration, technical or otherwise, was given to the many interested parties, namely, Northern California Council of Outdoor Advertising, The Downtown Association, Council of District Merchants, Chamber of Commerce, and the Labor Council.

The specific effects of the proposed ordinance are: (1) Over 90% of business identification signs projecting over sidewalks will be illegal; (2) Over 50% of the billboard-type signs will be illegal; (3) Over 50% of the skilled labor pool in the advertising industry will be denied employment; (4) Over 1,100 property owners will be denied income from sign rental leases.

RECOMMENDATIONS

1. That the proposed ordinance prepared by the Planning Commission be further studied so that a revised ordinance consolidating all existing laws pertaining to and regulating signs be drafted, which, when presented to the Board of Supervisors, will have the support of Labor, the Downtown Association, the Council of District Merchants, and the Council of Outdoor Advertising.

DISASTER COUNCIL AND CORPS

The Disaster Council and Corps is located in Room 301 of the Hall of Justice, 850 Bryant Street. Its nature and functions are defined in Sections 7.1 - 7.17 of the Administrative Code. Its staff consists of a director and nine personnel. The approved Corps budget for the fiscal year 1962-63 is \$126,242.00. The Federal Government subsidizes 50% of the approved budget. This year \$63,000 has been remitted to the City and County of San Francisco.

The Mayor appointed a new director in November 1962 to fill the vacancy created by retirement of the former director. The Mayor also appointed an advisory group, consisting of the Chief Administrative Officer, the Chief of Police, and the Manager of Utilities, to meet with and assist the new director.

It is the Mayor's intent that the Disaster Corps be prepared to utilize all the regularly constituted facilities and authority and to supplement these by whatever means legally possible to minimize the effect of any disaster, natural or man made.

The Disaster Council and Corps' foremost problem is the

DISASTER COUNCIL AND CORPS (Continued)

Public complacency or apathy toward disaster preparedness. Public interest, participation, and subsequent preparation always follow rather than precede what would have been the time of actual disaster. The Korean, Berlin, and Cuban crises have shown this to be a national pattern of response.

A program of family preparedness is fundamental in disaster and civil defense planning. The pamphlet, "The Recommended Family Plan" produced and distributed by our Disaster Corp is an excellent approach to family preparedness. Other methods of presenting and disseminating this type of information should also be considered.

The utilization of modern office equipment would allow the Disaster Corp to pursue other methods of presentation, perform its current program more efficiently, and better evaluate its present programs.

RECOMMENDATIONS

1. That the Disaster Council and Corps seek means to augment and increase the effectiveness of its program in informing our citizens as to the needs and benefits of disaster preparedness on the family level.

2. That our citizens should be made aware of the fact that the Disaster Corps is here to help them in any community emergency, but that civil defense is essentially self-aid, using the resources at hand when disaster strikes.

3. That the Disaster Council and Corps have additional office equipment necessary to properly fulfill their obligations.

4. That subsequent Grand Juries demonstrate their interest in City government and disaster preparedness by inspecting the Disaster Council and Corps.

Dr. Wilbur L. Parker, Chairman
R. Frank Friedenthal, Vice Chairman
Matthew J. Boxer
Leo A. Cardozo
H. Welton Flynn

BOARD OF SUPERVISORS

The Board of Supervisors, consisting of eleven members elected by the citizenry, is the legislative body of the City and County of San Francisco. In order to study and screen the many ordinance proposals, the Board is decentralized to include eleven standing committees.

The Board, as stipulated by the Charter, meets each Monday at 2:00 P.M. Meetings of the standing committees are scheduled as the subject matter dictates. Some meet as often as weekly and others only when proposals are pending. Some committees have instituted a practice of meeting either very early in the day or very late in the day.

During the year, the many committees of the 1962 Grand Jury have visited and studied the departments of the City and County of San Francisco. They often heard, as answer to a pertinent question, the Charter requires that this or that procedure be followed". In addition to the Charter, which was adopted in 1932, the Board of Supervisors over the years has passed 15,140 ordinances. Yes, the citizenry has demanded additional services which in time has increased the tax rate. However, part of this increased tax rate is caused by inefficiencies in administration caused by an outdated Charter - Charter which prevents the usage of modern day accepted administrative procedures. There is no profit motive in government; and the comparable goal is service. The taxpayer is entitled to 100% service from his tax dollar. To at least reach for this goal, all accepted modern business techniques must be utilized.

RECOMMENDATION

1. That the Board of Supervisors immediately adopt the ordinance establishing the Charter Revision Committee, which ordinance has been pending before the Judiciary Committee since 1958.

George D. Gavin, Chairman
Robert P. Utter, Vice Chairman
James A. Bailey
Leo A. Cardozo
Angelo Rolando



DEPARTMENT OF EDUCATION

COMPENSATORY EDUCATION. In August 1962, the Board of Education approved a fund of \$100,000 to provide for compensatory education. This program is based on the hypothesis that equalization of educational opportunities is not sufficient in the case of culturally handicapped children.

This fund is being used to provide special additional teaching positions in those schools whose children are handicapped, especially in reading and language. To date nineteen teachers have been placed in schools located in the more under privileged or culturally handicapped neighborhoods.

MAINTAINING PROPERTY VALUES. There are 130 schools under the control and administration of the San Francisco Unified School District. These properties, for insurance purposes, are evaluated at 200 million dollars.

Many of these schools were built early in this century. It is short sighted economy to allow any of these buildings to deteriorate. Furthermore, a public building allowed to deteriorate tends to stigmatize all other property investments in that particular locale.

WAREHOUSE. In 1962, there was procured from the United States Department of Health, Education, and Welfare (Division of Surplus Property Utilization) a building located at 801 Toland Street. This building is ideally suited for a central warehouse operation.

Before acquisition of this building, the School District used several locations scattered throughout the city as well as vacant school buildings. By utilizing this newly acquired building, the many warehouse operations can now be centralized in one location. This is the time to factually determine the most efficient present use of the building, as well as preparing for future growth. Warehousing is a costly function. The usual practices of yesterday are no longer acceptable by scientific management. The United States government's General Services Administration warehouse, located in South San Francisco, is cited as an example of today's best in warehousing.

EARNINGS RESTRICTION. Early in the year it was discovered that the charter restricted exempt employees from earning in excess of \$125 per month. An interim report on this subject was adopted by the Grand Jury.

EARNINGS RESTRICTION (Continued)

The report was sent to the Board of Supervisors who passed unanimously the proposed charter amendment. This proposal was submitted to the citizenry as Proposition "H". It was passed on November 6, 1962, and will become effective upon ratification by the state legislature.

This charter revision will provide administrative flexibility with ensuing economies for not only the School District but also for the Library and the Park and Recreation commissions.

RACIAL PROBLEM. During the past year, the Board of Education has been faced with the problem, of what is the proper attention to be given to a child's racial background in his education. In June the superintendent of schools issued an extensive report on this subject. Copies of this report are available upon request.

The Board of Education is facing a suit brought by the N.A.A.C.P. on this subject. To date the Board has been impartial and fair to interested groups as well as community interest.

A committee of the Board of Education, established in September 1962, is making a detailed investigation of the subject. The final decision of what should or must be done to give every child his proper education will be determined by vote of the full Board of Education during the early part of 1963.

Our study of this problem indicates that there has been no intentional discrimination against children of any race in the schools of San Francisco.

The Board of Education's policy adopted August 4, 1936 is found and reads as follows:

"Pupils in elementary schools shall be enrolled in the schools which are nearest or most convenient to their homes. Pupils shall be permitted to enroll in any secondary school in the city if accommodations permit. If the number enrolled in any secondary school exceeds the number that can be accommodated preference must be given to those pupils who reside nearest the school."

RECOMMENDATIONS:

1. That the compensatory education program be augmented by providing additional teaching positions.

2. That a school bond issue be approved which will provide for
a. Replacement of some of the very old schools.

RECOMMENDATIONS)

b. Modernization of others to meet modern educational requirements.

c. New schools where increased enrollments so justify.

3. That an outside management firm be employed to recommend best usage and equipment required to operate the new central warehouse.

4. That the Board of Education policy regarding school enrollment, adopted August 4, 1936, be continued.

Benjamin Bonapart, Chairman
Stephen I. Bresnahan, Vice Chairman
Mrs. Emilie Jane Armand
Matthew J. Boxer
William Moskovitz
R. Frank Friedenthal
Maurice H. Seid
Robert P. Utter
Edward J. Wafford

CITY ATTORNEY

The legal work of the City and County of San Francisco is handled by 34 deputy attorneys under the direction of the City Attorney.

The City is sued at the rate of three lawsuits per day and there is an average of between 1,600 and 1,800 lawsuits of all classes constantly under assignment to this office.

City Departments and Commission require numerous written and oral opinions on a wide variety of subjects which are prepared by the City Attorney's office.

The Attorneys and other members of the staff work in quarters which are not conducive to an efficient operation. Much of the area occupied on the second floor of the City Hall is converted hall space. Privacy is lacking in some areas and some attorneys have desks in the law library. Offices shared by attorneys require at times that one leave the office for privacy reasons.

The furnishings including carpet and rugs in many cases are worn and thread-bare and should be replaced.

The question of rehabilitating and refurbishing these quarters have been considered from time to time, but never accomplished. The 1962-63 schedule of capital improvements includes an extension of the office space, but does not fully alleviate the space problem.

RECOMMENDATIONS:

1. That the quarters of the City Attorney and his staff be upgraded to provide the necessary working space conducive to efficient operation of the department.

2. That money be allocated for the refurnishing of the furniture and floor covering.

3. That the 1963-64 budget provide sufficient funds for the much needed capital improvements.

George D. Gavin, Chairman
Robert P. Utter, Vice Chairman
James A. Bailey
Leo A. Cardozo
Angelo Rolando.

DISTRICT ATTORNEY

This department is probably the first in line in connection with the duties of the Grand Jury. It has been a wonderful experience to work closely with the District Attorney and his staff.

There are many functions of this department other than prosecution of criminal cases. The community problem through its Aid to Needy Children Division, the Reciprocal Support Division and the Bureau of Family Relations are some of the departments which are handled by the District Attorney. The primary task of the District Attorney still is the prosecution of criminal cases.

The issuance of citations to appear in the District Attorney's Office in order to ascertain if crime has been committed, is one of their division functions and consumes a considerable amount of time. Along such agencies that this service is performed for, are the San Francisco Tax Collector, Board of Equalization, City Pound, Department of Electricity, City Engineer, City Planning Commission, Board of Public Works, State Department of Industrial Relations, State Real Estate Commission, Department of Employment, State Board of Cleaners, Contractors Licensing Board, Department of Agriculture, Department of Professional Standards, State Board of Medical Examiners. There were approximately 5,000 citations on behalf of these departments during this year.

In addition to the foregoing, this department receives a very large number of telephone calls each day inquiring for status of cases, presenting problems, both criminal and civil and requesting information of a general nature.

Many people appear in the District Attorney's office for the conduct of business referred to them by other agencies. The preparation of complaints for the daily court calendars in accordance with police reports is an important duty, as accuracy is vital and the time to prepare such is limited. During this year about 57,000 such complaints were typed and filed in the Municipal Courts.

Complaints and warrants are also written, if the facts justify the issuance thereof. During this year about 4,200 warrants were issued. The District Attorney on many occasions has stated that there has been excellent cooperation between members of the Police Department and the office of the District Attorney. Of special importance was the cooperation of the Department's crime laboratory which resulted in numerous convictions because of the close liaison work between the deputy district attorneys and members of that detail.

DISTRICT ATTORNEY (continued)

During this year, 251 indictments, involving 353 defendants, were returned by the Grand Jury. During the year 975 persons testified before the Grand Jury.

Angelo Rolando, Chairman
Leo A. Cardozo, Vice Chairman
Chris Amadio
James A. Bailey
Benjamin Bonapart
H. Welton Flynn
George D. Gavin
Dr. Wilbur L. Parker
James B. Sheehan.

SHERIFF

The services rendered by the Sheriff's Department can be divided into three basic categories: (1) Civil, the processing of writs involving moneys (nearly 1,000,000 yearly), possessions, etc., (2) Supplying of bailiffs to the Superior and Municipal Courts as well as transportation for mental patients under Superior Court commitment, and (3) The maintaining and operating of the County Jail System.

The 1962 Grand Jury concerned itself primarily with the County Jail system. During the first six months they made a cursory review of the conditions and operations at the San Francisco County Jail #1 (Hall of Justice) and the San Francisco County Jail #2 (San Bruno). Unable to arrive at any sound conclusions as to possible problems professional help was requested of the Juvenile and Adult Corrections Agency of the State of California.

The following statements and recommendations are based on observations from the Grand Jury Committee and the findings of the California State Board of Corrections.

The activation of the 64 capacity unit in the felony wing at the Hall of Justice (as originally intended) will alleviate many administrative and custodial problems. Members of the Court could much more easily interview the unsentenced inmates and legal and administrative separation of inmates would be made much less difficult. County Jail #2 (San Bruno) should hold only sentenced misdemeanants, confidential minimum security risks, security against escape would be improved.

Alcoholic commitments should be held at County Jail #2 (San Bruno) so as to allow them maximum exposure to the alcoholic treatment program.

The activation of the 64 capacity felony unit will require additional jail personnel to comply with the minimum security requirements.

For any operation to function effectively, it is necessary that, in addition to sufficient numbers, personnel be carefully selected, well-trained, and possessed of a high level of morale. Morale and recruitment must be supported by equitable compensation in the form of wages and benefits.

Additional improvement in efficiency of law enforcement and economy of operation can be obtained through consolidation of the City and County Jails (exclusive of the precinct stations) under one administration.

It would appear that the responsibility for the handling of adult prisoners in the county could very well be centralized. This is particularly true in San Francisco because of the rather unique

SHERIFF (continued)

governmental organization, with the city and county governments being for all practical purposes, one unit.

Within one building, the Hall of Justice, are two separate jails, two separate medical dispensaries, and personnel organization. Partial consolidation has taken place over the past years.

The complete consolidation of the jail administration can be accomplished without handicapping the Police Department in its investigations. Accused persons would always remain accessible to the Police Officers. Efficient police work demands that arrested persons be detained in jail until they are held to answer, indicted, or sentenced be available for questioning, or for removal from jail for investigation by duly authorized members of the department.

RECOMMENDATION I

That the physical plants of the San Francisco County Jails be utilized in compliance with the original intent that all accused felons, unsentenced misdemeanants, and inmates requiring maximum security be detained at County Jail No. 1 (Hall of Justice). All sentenced misdemeanants who are classified as minimum security risks as well as alcoholic commitments be held at County Jail #2 (San Bruno)

RECOMMENDATION II

That the staff at County Jail # 1 and # 2 be increased to comply with the minimum requirement for safety, security, and effective operation.

RECOMMENDATION III

That San Francisco's already substantial alcoholic treatment program be accelerated and expanded to:

A. Include all persons received in the jails on alcoholic commitments or for alcohol-connected offenses.

B. Provide post-release follow-up and assistance through clinical treatment, "Half-way House" counseling, and material assistance.

C. To determine by research the success of the treatment programs, both for voluntary participants and those attending under compulsion.

RECOMMENDATION IV

That deficiencies in salary schedules and promotional opportunities at the Deputy Sheriff level and in the quality of personnel training for County Jail Staff be corrected.

SHERIFF (continued)

RECOMMENDATION V.

That the Sheriff Department retirement benefits be increased to a level commensurate with the demands of their work.

RECOMMENDATION VI.

Consolidation of the City and County Jails (exclusive of the precinct stations) under the administration of the sheriff

Angelo Rolando, Chairman
Leo A. Cardozo, Vice Chairman
Chris Amadio
James A. Bailey
Benjamin Bonapart
H. Welton Flynn
George D. Gavin
Dr. Wilbur L. Parker
James B. Sheehan.

DEPARTMENT OF AGRICULTURE

This is a well regulated department covering all phases of inspection of fruits, vegetables and all other edible products in wholesale and retail establishments, as well as plant quarantine.

This department also issues export certificates from which additional revenue is secured.

It operates and supervises the farmers market in a very commendable manner.

SEALER OF WEIGHTS AND MEASURES

The Sealer of Weights and Measures Department is staffed by a group of city employees whose work load is gradually increasing. The number of its personnel has not increased since 1915, consequently, the buying public is not being protected in the manner that this Grand Jury feels adequate.

This office has the duty of enforcing the provision of the State and Business Professions Code, as well as the pertinent regulations of Title IV of the California Administration Code pertaining to weights and measures.

The requirements of this office is to supervise all Public Weighmasters, inspection of all scales (large and small), pumps, meters, and other measuring devices. The testing of brake fluids, and anti-freeze products for conformance with legal standards, inspection of pre-packaged commodities, assuring that the purchasers are receiving the proper weight or measure as indicated on the container, to test or have tested thru certification all the pumps on the tank trucks delivering gasoline, diesel oil, live stock, sand, gravel rock, etc. Lacking some of the necessary equipment the sealer is unable to fully comply with the law. Funds and personnel have not as yet been appropriated.

The State has equipment and scales to perform the above functions but in not sufficient quantities to perform all of these in the City and County of San Francisco.

RECOMMENDATIONS:

1. That the abandoned sewage disposal plant would be ideal for testing gasoline trucks. The only additional equipment needed at this site is the addition of two (2) storage tanks for measuring the contents of the trucks. Buildings and pits for this activity are in place and would entail no additional cost to the city.

SEALER OF WEIGHTS AND MEASURES (continued)

2. That a ruling has been forwarded from the Attorney-Generals Office of the State of California, that the Sealer of Weights and Measures in each county is responsible for all testing of Electric Sub-Meters of which at present about 5,000 are in operating and this number is increasing. To comply with this law it will be necessary to purchase testing equipment and add the additional manpower. This testing of Electric Sub-Meters was formally the jurisdiction of the Public Utilities Commission, this is the Attorney-General's opinion - Vol.38 Page 66-H 61-112. We recommend purchase of necessary equipment to comply with the Attorney General's ruling.

With the exception of the Sub-Meter testing, and the manpower necessary to operate the same, the other requests have been submitted by previous Grand Juries who have passed resolutions urging the Mayor and the Board of Supervisors to recognize the urgent need of equipment and funds to bring this operation up to the required standard. To date, these requests have not been recognized.

3. That this 1962 Grand Jury recommends that the State Sealer of Weights and Measures investigate the Sealer of Weights and Measures office in San Francisco, in order that, that office and the City and County of San Francisco have a current official indication to what degree that office is filling its obligation to the people of San Francisco. If there are deficiencies this State authority would make the necessary recommendations.

H. Welton Flynn, Chairman
Maurice H. Seid, Vice Chairman
Chris Amadio
Stephen I. Bresnahan
R. Frank Friedenthal.

SUPERIOR COURT

COURTS BUILDING: The master plan for the Civic Center includes a site for a court house building. The proposed site is at 100 Larkin Street. The present location of the City Planning and Art Commission.

It was never intended for the City Hall building to house the Superior Courts, where they are now located on the fourth floor. The placing of the Superior Courts in this inadequate space was a necessity because at the time there was not sufficient support for courts building.

There are skylights directly above the court room areas. In recent years, to reduce some of the heat problems the skylights have been covered with insulation and some fans have been installed to improve ventilation.

The courtrooms and chambers are not uniform and are inadequate for complete service. Lighting is a problem in many of the courts.

Jurors, litigants, lawyers, and the judges find the general arrangement of the Superior Courts on the fourth floor of the City Hall entirely unsuited to the important work of administering justice.

The jurors, litigants, lawyers, and general public intermingle in the hallways, which is not a desirable situation. There must be isolated locations for the lawyers, for the litigants, and the jurors.

The 1962 Grand Jury is of the opinion that the present court rooms within the City Hall are inadequate. It is recommended that the Board of Supervisors make a thorough study of this problem. Attention is directed to the case of County of Los Angeles v. Byram in which the California Supreme Court ruled that it is the duty of the Board of Supervisors to provide adequate quarters for the court.

DOMESTIC RELATION DEPARTMENT: The judges of the Superior Court of the City and County of San Francisco are considering statutory authorization for the appointment of a commissioner, with power of trustee, to work with the Domestic Relation Department. This position of commissioner-trustee has worked favorably in other jurisdictions.

The duties of this commissioner-trustee would be to summon before him those persons delinquent in child support monies and to collect and/or work out a plan to obtain the amounts ordered by the

DOMESTIC RELATION DEPARTMENT (Continued)

court and forward them to the children or the person having custody of the children.

In those cases where the father/husband was delinquent with these monies he would not, on being summoned before this commissioner-trustee, be obligated for further legal fees for attorney, as at present.

In many of those cases where this type of delinquency prevails the father has difficulty in paying the actual child support, and where he would be further obligated for attorney fees, he would be less able to pay.

CONCILIATION COURT: The Conciliation Court presently established within the Superior Court, is used to prevent the break-up of marriages, whenever possible. The Domestic Relation Department of the Superior Court of the City and County of San Francisco should be augmented so that these people in marital difficulties could receive further and more effective assistance and direction in preventing a final break-up of their marriages.

This Conciliation Court has found great acceptance in this and other communities and it is the recommendation of the Grand Jury that serious consideration be given to the appointment of a staff fully trained and qualified to assist the court in this endeavor.

The Grand Jury recommends that immediate steps be taken to provide the two commissioners and the one stenographer necessary to augment this conciliation program.

SALARIES OF SUPERIOR COURT JUDGES: The salaries of the State employees generally have been increased during the past four years, but the Judges of the Superior Court, have not received salary increases during this same period.

The 1962 Grand Jury is of the opinion after comparison with other states, that the salaries of the Superior Court Judges are far below the salaries paid judges in courts of similar jurisdiction and population served in other larger cities in the United States; and that the Judges of the Superior Court receive less monetary consideration than some state and county officials with similar responsibilities to the community.

The 1962 Grand Jury recommends that the State Legislature consider legislation to grant the Judges of the Superior Court an increase in salary during the year 1963, so that their salary would bear proper relation to their judicial responsibilities and in accordance with salaries to judges in courts of similar jurisdiction and population served, which salary should be not less than \$25,000 per year.

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MUNICIPAL COURT

New facilities were provided this year for the Municipal Court Criminal Division and Traffic Division at the new Hall of Justice. The move from quarters in the old Hall of Justice and the City Hall included the Traffic Bureau, Traffic Courts, and Criminal Courts and was completed early in January, 1962. Seven Municipal Court judges are presently assigned to the New Hall of Justice departments hearing cases in two traffic departments, two criminal jury departments, and three criminal non-jury departments. Five Municipal Court Judges are assigned to the Civil Division at the City Hall. Three new Municipal Court judgeships were created pursuant to legislative action, effective March 1, 1962. The total number of court attaches is 130, including 12 court reporters.

Additional space on the 2nd floor of the new Hall of Justice has been recently assigned to the court to provide for a jurors' assembly room. This project is now in process of early completion. All departments at the Hall of Justice are now performing at a high level of efficiency. Public transportation in this area has not as yet proved sufficient to satisfy the demands of attorneys, litigants, witnesses, jurors, and city employees.

The business activity of the court has continued to increase during the year. The number of civil actions filed in the Municipal Court and Small Claims actions has increased about 9%. Traffic citations issued per month in 1962 average 70,000 over 67,000 citations per month in 1961. Traffic fines and forfeitures for 10 months of 1962 amount to \$2,770,000.00, averaging \$277,000 per month as against \$276,000 per month for the year 1961.

The number of persons accused in criminal proceedings other than traffic violations has averaged approximately 3,000 each month with little change over the same period for 1961.

It is the recommendation of the 1962 Grand Jury that consideration should be given to granting an increase in salary to the Municipal Court Judges. The State Legislature should grant a salary increase so that there would be a proper relation to their judicial responsibilities and in accordance with salaries to judges in courts of similar jurisdiction.

Angelo Rolando, Chairman
Leo A. Cardozo, Vice Chairman
Chris Amadio
James A. Bailey
Benjamin Bonapart
H. Welton Flynn
George D. Gavin
Dr. Wilbur L. Parker
James B. Sheehan

RETIREMENT SYSTEM

All employees appointed to permanent positions from a regular civil service list, become members of the System immediately. Other employees, except certain part-time employees, become members after completing six months service without a break of more than thirty days.

Each member contributes to the System by deductions from salary warrants. The rate of contribution is established as percentage of salary and is determined by age at entrance into membership, sex, and class of member.

The City contributes to the Retirement Fund whatever amount is needed to guarantee the payment of benefits. For many years the amount contributed by the City has been considerably greater than the contributions of the members.

The San Francisco City and County Employees' Retirement System presently has on its disability retirement rolls 107 policemen and 81 firemen who are below service retirement age. Analysis of this group, relative to the reasons for their disability retirement, reveals that approximately 85 policemen and 39 firemen could perform limited duty if available.

A limited duty position is defined as one requiring the background and knowledge of police or fire science, but which does not demand heavy or extensive physical activity.

The establishment of limited duty positions in police and fire departments will be advantageous to the City as well as the employee. The City has a substantial investment in the training of policemen and firemen and every attempt to retain their services should be made. In addition, the experience gained by a veteran police or fire officer is of invaluable aid to the department and citizenry.

As the city is finding it progressively more difficult to obtain policemen and firemen, a plan to stabilize the department manpower situation is desirable. This plan will not only reduce the civil service recruitment costs but will also reduce the high cost of labor turnover.

With reference to the employee, it will allow him to remain gainfully employed which will aid in his rehabilitation as well as his morale. It is noted that many individuals retired for disability have demonstrated concern about their future and have expressed a desire to remain as active members of their city government.

RETIREMENT SYSTEM (continued)

If the group referred to herein, namely, the 85 policemen and 39 firemen, are restored to limited duty, a saving of approximately \$400,000 - \$500,000 per year will result.

The establishment of limited duty positions in the Police and Fire Departments will require action by the Commission of both departments.

In the Police Department a preliminary study indicates that the following positions are suitable for limited duty:

Bureau of Communications	39	Policemen
Criminal Records	25	Policemen
Planning & Research	4	Policemen
Property Clerk	9	Policemen
	1	Sergeant
Personnel	9	Policemen
	1	Sergeant
	1	Lieutenant
Pistol Range	9	Policemen
Meter Checkers	<u>26</u>	Policemen
Total	124	

The number of policemen and firemen retired for industrial disability in the past five years are as follows:

	<u>Policemen</u>	<u>Firemen</u>
7/1/57 - 6/30/58	23	13
7/1/58 - 6/30/59	24	11
7/1/59 - 6/30/60	10	11
7/1/61 - 6/30/62	19	15
7/1/60 - 6/30/61	24 (100)	11 (61)

It is noted that for the fiscal year 1961-62 the following record pertains to those granted industrial disability retirement:

<u>Number</u>	<u>Department</u>	<u>Cost to the City.</u>
19	Police	\$851,362.51
15	Fire	<u>825,527.55</u>
		\$1,676,890.06

The sum of \$1,676,890.06 represents the city's obligation to provide pension allowances based on life expectancy.

RETIREMENT SYSTEM (continued)

The following example is the case of a policeman retired on February 23, 1962, at age of 41-3/4, for industrial disability:

Retirement allowance 75% of \$587.19* = \$440.39 per month.

<u>Reserve</u>	<u>Annuity</u>
Employee funds \$ 3,659.53	\$17.15
City Funds <u>85,350.89</u>	<u>423.24</u>
Total \$89,010.42	\$440.39

* 3- year average salary

RECOMMENDATIONS:

1. That employees retired for physical disability reasons who can perform limited duty and are job qualified for limited duty positions, as established by the Civil Service Commission, be re-employed. The scope of this recommendation is city and county wide. If the physically disabled employee is job qualified, the fact that he was originally employed in the Police or Fire Department, should not prevent him from an appointment in another city or county department.

James A. Bailey, Chairman
Edward J. Wafford, Vice Chairman
William Moskovitz
Angelo Rolando
James B. Sheehan

SAN FRANCISCO GENERAL HOSPITAL

The San Francisco General Hospital was removed from probation status in August 1962. The accreditation for a period of three years was granted by the Joint Commission on Accreditation of Hospitals on the basis that many required improvements had been completed.

Some requirements still in process include modernization of the surgical operating room suite, the emergency unit, and the radiological and dietary departments.

One of the vital requirements for accreditation is the maintenance of accurate and up-to-date medical records. At present the position of Senior Registered Medical Librarian is vacant. Also, the temporary personnel utilized to maintain the medical records up to date have been released. This lack of personnel is causing the record keeping to once again fall behind. If this situation continues, accreditation will again be endangered.

A constant problem facing the hospital is over-crowding. This situation can be alleviated by the transfer of convalescent and senile patients to Laguna Honda Hospital. This hospital (S.F.G.H.) should be used only for the I.C.U. (Intensive Care Units) and post-operative patients.

For the fiscal year 1962-63 \$40,000 was made available for emergency dental care. This work will be for in-patient care must be limited to oral surgery and fractures, and permanent fillings.

RECOMMENDATIONS:

1. That the modernization of the surgical operating room suite, the emergency unit, and the radiological and dietary departments be completed immediately.
2. That convalescent and senile patients be moved to Laguna Honda Hospital to alleviate the present over-crowded conditions.
3. That necessary personnel be employed in order that the medical records will always be maintained in an up-to-date status.
4. That the dental clinic be continued.

PSYCHIATRIC WARD (SAN FRANCISCO GENERAL HOSPITAL)

Overcrowding is also a problem with the Psychiatric Ward. Because of inadequate facilities, many unnecessary commitments are made to state hospitals. Two types of senile patients who can be legally committed but actually should remain under county care are:

1. Chronically ill, bed-ridden patients, confused and dis-oriented and because of their feeble condition are no management problem.

2. The ambulatory senile patients, co-operative and no management problem, but confused and requiring nursing care, guidance, and locked doors to prevent wandering. Because of lack of beds in the hospital section of Laguna Honda or in the General Hospital Medical Ward these cases are usually committed to Napa.

Generally there is a lack of communication between agencies, departments, or institutions pertaining to cases pending and space facilities available. During a recent visit to the Psychiatric Ward, an ambulatory but feeble aged female indigent was sent to Napa because of there being no bed space available at Laguna Honda. At a visit to Laguna Honda, -one hour later,- it was discovered that there were more than ten beds available for this type patient.

RECOMMENDATIONS:

1. A person with a medical, legal, and social welfare background be assigned to assist the Superior Court Judge in the placing of patients from the Psychiatric Ward. This person to have access to the daily census and admission and discharge records of all city and county institutions.

2. Expansion of Laguna Honda Hospital or an equivalent type institution with infirmary type wards, and sufficient personnel to give supervision to mildly confused patients.

3. That a psychiatric hospital be built either on the Laguna Honda Hospital grounds or the San Francisco General Hospital grounds.

HASSLER HEALTH HOME

The Hassler Health Home is located in the hills near Redwood City on 301.6 acres of land purchased by the city in 1924. In 1959 the Real Estate Department estimated the market value at \$2,000,000. In 1962, \$2,819.04 was paid to San Mateo County for taxes on the land. The buildings are not taxed.

On this same property, but completely separated, the Welfare Department maintains a Rehabilitation Center for Alcoholics.

HASSLER HEALTH HOME (continued)

Originally Hassler Health Home was established for the care and treatment of tuberculosis patients. Today, new drugs have changed the technique and treatment of tuberculosis, no longer is essential in dry climate. Most patients can return home in a relative short time and without danger of contagion. Long term convalescent homes for the care of tuberculosis patients are rapidly disappearing.

There are 237 beds at the Hassler Health Home. The average census is 185 and only 65 are active tuberculosis patients. The balance consists of senile, post operative convalescents, or indigents, with past history of tuberculosis.

Elderly indigent persons sent to Hassler for treatment, actually become isolated. The cost of transportation is \$7.00 and is a deterring factor for almost all visitors.

Problems with the resultant cost of transporting patients, personnel, laundry, food, and pharmaceutical supplies has indicated to many the need for abandoning Hassler Health Home.

RECOMMENDATIONS:

1. That Hassler Health Home be abandoned.
2. That the land be leased and all proceeds be utilized to complete required and additional facilities at Laguna Honda Hospital.
3. That the 65 active tuberculosis patients be transferred to the San Francisco General Hospital.
4. That the 120 senile, post-operative convalescents, and indigents be transferred to the Laguna Honda Hospital.

SAN FRANCISCO GENERAL HOSPITAL · SECURITY

The present physical layout of the hospital with its many entrance and exit accommodations provides a mecca for pilferage and a base for misdemeanor and felony acts.

The following incidents were reported during the period - January 6, 1960 to January 9, 1961:

SAN FRANCISCO GENERAL HOSPITAL SECURITY (continued)

Lost or Misplaced Property	39	
Petty Theft	84	
Grand Theft	5	
Car Thefts and Car"Boosting"	14	
Total Patients Cases		142
Stolen or Damaged Hospital Property		5
Total Unrecovered Cases (Patients and Hospital):		147
Lost or Misplaced Property Found	35	
Petty Theft Recovered	9	
Total Recovered or Found		44
Unusual Occurrences Reported ***		35
Total Security Investigations		226

***Includes AWOL patients, vandalism, disturbances, and assaults, and attempted murder.

In addition many disturbances and assaults were not reported. Neither do statistics include the yearly loss of hospital equipment and supplies by pilferage.

RECOMMENDATIONS:

1. That existing unused funds be used to immediately employ the twelve needed security guards (a class position approved by the Civil Service Commission).
2. That the eleven pieces of private property adjacent to present hospital grounds be purchased by the city.
3. That one and only one central entrance and exit gate be established.
4. That all persons (patients, visitors, employees,) and authorized vehicles use this gate for entrance and departure.
5. That all employees, patients, and visitors wear identification badges or cards within the hospital area. Patients and employees to return badges upon discharge or separation. Visitors to return cards on leaving the departure gate.

SAN FRANCISCO GENERAL HOSPITAL COLLECTION PROCEDURE

It is the responsibility of the County Hospital to determine a patient's ability to pay and to collect all monies due. The determination of this status must be based on factual information and substantiated by the necessary investigations.

Three categories can be assigned to patients status free, part pay, or full pay.

The following illustrates the procedure now in use for determination of eligibility and for collections.

COUNTY HOSPITAL

DETERMINATION OF PATIENT'S ELIGIBILITY

Upon admission the Social Service Department processes the patient's application to determine the conditions of intake and the ability to pay. In all cases, whether the findings result in a recommendation as a free patient or part-pay or full-charge, the Social Service Division submits a "Bill of Summary" recommendations to the billing division.

The numerous categories of eligibility for hospitalization and/or medical treatment include:

1. Probate Cases
2. Insurance Cases
3. State Disability Insurance
4. Other County Referrals
5. Retirement System - Compensation Cases
6. Medical Care to the Aged (M.A.A.)
7. Clinic Care - under Medical Care Program (A.N.C., Aid to Needy Children)(O.A.A., Old Age Assistance)(A.T.D., Aid to Totally Disabled)(A.N.B., Aid to Needy Blind) programs- filed with the Public Welfare Department.

COLLECTION PROCEDURE

When bills are issued and sent to individuals for payment, 30 days are allowed for receipt of payment. If no payment is made, a dunning letter is sent. A second dunning letter is sent after 60 days. If no payment is received after 90 days the account is transferred to the Bureau of Delinquent Revenue for processing and collection.

When the accounts are transferred to the Delinquent Revenue Bureau - A "Summary" of each account is analyzed. Steps are then taken based on certain specific circumstances.

It is apparent that the determination of eligibility for status of free patients need be tightened, likewise, the present time allowance for collections allows too many patients to evade or avoid payments.

RECOMMENDATIONS:

1. A patients ability to pay status must be determined within 14 days or, if the stay in the hospital is less than 14 days, at time of discharge.
2. Patients who are on part-pay or full-pay status be billed weekly while in the hospital
3. That the County Hospital be allowed not more than 30

RECOMMENDATIONS: (Continued)

days after patient's discharge to collect all sums due.

4. That after 30 days and allowing a transmittal period of seven (7) days all uncollected accounts be transferred to the department of Delinquent Revenues for collection.

5. That all accounts remaining unpaid after the 30 day collection period of the Department of Delinquent Revenue be submitted, allowing a 10 day transmittal period, to the Board of Supervisors for referral to an outside collection agency.

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LAGUNA HONDA HOSPITAL

The 165,000.00 capital improvements project for converting two ambulatory wards into hospital wards will be completed early in 1963. To meet the requirements of the Hospital Licensing Act, these two new wards will require certain additional personnel.

Assisting the permanent staff is the Laguna Honda Home Volunteer's organization. Its members have contributed many hours of service and made many donations of equipment - all for the entertainment and pleasure of the patients.

Some 150 patients perform work on a voluntary basis and receive in return small salaries. These part-time job opportunities provide a morale factor as well as needed pocket money.

One of the most important functions performed at Laguna Honda pertains to rehabilitation of the various types of patients. 93% of the cost of this program is paid by the federal and state governments. Two new wards with a capacity of 73 patients will be in operation by the end of 1962. This program is designed to return the medically ill to the community and the physically handicapped to his home.

An integral part of this rehabilitation program is family participation. For members of the family getting to the hospital is only the beginning of a perplexing problem. The entrance (also the exist) located at the busy corner of 7th Avenue and Woodside Avenue is barely wide enough for private automobiles. Those arriving by Municipal Railway are faced with a long uphill walk.

RECOMMENDATIONS:

1. That twenty-four-hour-a-day transportation (station wagon) service be established. The following usage will be made of this station wagon:

A. On the grounds transportation for ambulatory and home care patients.

LAGUNA HONDA HOSPITAL (continued)

RECOMMENDATIONS (continued)

B. To and from the entrance and exit gate for the families of patients, visitors, employees (especially at night) and volunteer workers.

C. For use by a night watchman in patrolling this huge area. (At present there is only one watchman assigned to this hospital)

D. The pick-up and delivery (one trip a day) of laundry from the four Emergency Hospitals.

2. That an ambulance and men on an eight hour basis per day be assigned to the hospital. This will provide for transportation of patients between institutions as well as between home and the hospital under the Home Care Program.

3. That the present entrance-exit to the area be re-designed to permit easier access and including a turnabout.

EMERGENCY HOSPITAL SERVICE:

Each of the five Emergency Hospitals has assigned for each eight hour shift, one doctor, one nurse, one ambulance driver, one medical steward, and one ambulance. Central Emergency is assigned in addition, two stand-by ambulances and crews.

This year a new service for transfer of mentally ill patients (warrant type) to the psychiatric hospital and, or to the San Francisco General Hospital is made by a station wagon instead of by emergency ambulance or police car. This service is a long sought improvement in the treatment of mentally disturbed persons.

The Park Emergency Hospital is not beyond repair, although it is over 70 years old. Its work load is comparable with the other Emergency Hospitals.

Foam rubber mattresses in one hospital (Alemany) were not covered by ticking. As a result they were gradually disintegrating. The condition of liners in most units was poor.

The daily in-and-out work load calls of the Emergency Ambulances do not include trips for housekeeping service or transfer of patients. The transfer of patients between San Francisco General Hospital, Laguna Honda Hospital, Hassler Health Home, or Napa State Hospital are not emergency trips. When ambulances and stand-by ambulances are engaged in these transfer operations the efficiency of San Francisco's Emergency Service is curtailed. Central Emergency records indicated that 1,029 maintenance and "transfer" trips were made in the month of April 1962, and that 194 of the transfers either began or terminated at Laguna Honda Hospital. 46 of the 194 were emergency transfers from the Laguna Honda Hospital to San Francisco

EMERGENCY HOSPITAL SERVICE (continued)

General Hospital. The new hospital wards and the rehabilitation program at Laguna Honda Hospital will soon require more transfer and transportation facilities. Cases under the expanding Home Care Program are transported by "emergency" ambulances.

The patient day cost at Laguna Honda Hospital should exclude the transportation ("Transfer" ambulance) costs. Effort can then be made to obtain re-imbursement from State Medical Aid to the Aged and State funds for rehabilitation for this transportation

The Grand Jury deplores the use of ambulances and trained emergency personnel for the transporting of soiled laundry. The Laguna Honda Hospital should pick up and deliver the laundry that it processes for the Emergency Hospital Units. The use of a station wagon or one of the out-moded ambulances (there are five such ambulances in the Central Emergency garage) should be given to the Laguna Honda Hospital. The obvious economy of one driver and one vehicle making one trip to service all four units (Mission Emergency is supplied by the San Francisco General Hospital where it is located) from the processing source is obvious.

HARBOR EMERGENCY HOSPITAL

The Golden Gateway Redevelopment Area has made it necessary to move the present location of the Harbor Emergency Hospital. This unit serves the Marina, North Beach, Financial District, Embarcadero, half of the Bay Bridge, part of the downtown areas, and will serve the Golden Gateway Redevelopment Area.

Five sites have been seriously considered. Each potential site was either a part of, or on property of such value that high-rise buildings must be the basic economic pre-requisite.

The Grand Jury is opposed to this use of extremely valuable land for the purpose of erecting a one story Emergency Hospital Unit. The loss of revenue to the City of San Francisco can best be estimated by the Redevelopment Agency.

The Grand Jury ascertained through the office of the State Division of Highways, Division No. 4, and the City Planning Commission Offices that neither of these offices had been approached on the subject of erecting such a unit under the Broadway approach to the Embarcadero Freeway or the Freeway. Both offices are willing to consider the use of space under the freeways with specific regulations as to space for maintenance of the structures above, fire regulations and etc. Use permits have been issued and structures have been built under the freeways with mutual benefits to all parties. The area underneath the Broadway ramp of the freeway is more suitable to rapid emergency service for the wide area covered than the present location of the Harbor Emergency Hospital Unit.

EMERGENCY HOSPITAL SERVICE (continued)

MISSION EMERGENCY HOSPITAL

Mission Emergency Hospital is located in, and staffed by, the San Francisco General Hospital. The use of the same admission facilities has resulted in some confusion. Persons of private means have been given diagnostic treatment beyond emergency service without cost. San Francisco Retirement System has on industrial accident cases sustained delays in correct placement of their patients because of the admitting practices of this facility.

RECOMMENDATIONS:

1. That an ambulance with steward and driver, (on an eight hour day basis) be assigned to the Laguna Honda Hospital as an addition to the San Francisco Emergency Hospital Service.
2. That a vehicle, other than an ambulance, be used for maintenance, house-keeping, and service trips.
3. That the Laguna Honda Hospital take over the maintenance and supply of laundry to the four Emergency Hospital Units (excluding Mission Emergency Unit).
4. That the new Harbor Emergency Hospital Unit be located under the Broadway ramp or the Embarcadero Freeway.
5. That admissions at the Mission Emergency Hospital be handled in the same manner as the other Emergency Hospital Units and completely separated from the San Francisco General Hospital admission facilities.

PUBLIC HEALTH DEPARTMENT

The Public Health Department is one of the many departments under the jurisdiction of the Chief Administrative Officer.

The San Francisco General Hospital, Laguna Honda Hospital, Hassler Health Home, and Emergency Hospitals are under the direct control and supervision of the Chief Public Health Officer. This position is appointive by the Chief Administrative Officer.

In addition the Charter provides for a Health Advisory Board consisting of seven members who are appointed by the Chief Administrative Officer. This Board meets monthly. As the title implies, all actions and recommendations are made in a purely advisory capacity.

PUBLIC HEALTH DEPARTMENT (continued)

Included in the 1961-62 budget were:

\$ 10,172,015.00 for the San Francisco General Hospital
929,120.00 for Hassler Health Home
6,008,989.00 for Laguna Honda Hospital
981,231.00 for Emergency Hospitals.
\$ 18,071,355.00

This total represented 5.6 percent of the entire San Francisco County Budget. One has only to read previous Grand Jury reports and the many comments from the press on the subject of accreditation to assume that the present system of organization is partially to blame.

In San Francisco, community opinion concerning the entire scope of public health has not yet reached a 100% mutual agreement. It is generally agreed that boards should be used for those activities requiring deliberation and determination of policy.

This Grand Jury is of the opinion that had there been in existence a public health board, the San Francisco General Hospital would not have been placed on probation.

Although the American Public Health Association recommends a board of health and such boards are found in most municipalities, there is a modern trend to relieve such boards of administrative powers and confine their activities to policy. In essence this means that the board will not "dabble" in day to day administration - this is the job of the Chief Executive of the Health Department.

In order to bring the entire health program (policy) closer to the citizenry of the City the following recommendations are made:

1. The Health Advisory Board be abolished.
2. All health functions be removed from the jurisdiction of the Chief Administrative Officer and placed under the control and management of the Chief Public Health Officer.
3. That the Chief Public Health Officer be appointed , . . . (removed for cause only) by a Public Health Board.
4. That the Public Health Board consist of seven members appointed by the Mayor for terms of six years with one term expiring each year. That the make-up of this board consist of no physicians, surgeons, dentists, or full time paid hospital administrators. That the duties of this board be limited to policy and matters of community interest.

All of the above recommendations would require Charter Changes.

SAN FRANCISCO GENERAL HOSPITAL

WARD 45

On June 4, 1962 the Grand Jury release a statement supporting the March 12th bulletin from the Public Health Department. The bulletin was directed to the San Francisco City and County employees and concerned the utilization of the new specialty care units for their "line of duty injury and sickness." (Workmen's Compensation)

Since that date negotiations between the Retirement Board and the Director of Public Health have resulted in a new policy for maintaining Ward 45 primarily for the city and county compensation cases, but to include boarders when space requirements necessitate it.

RECOMMENDATION:

That a written statement of policy in lieu of a contract, exist between the Retirement Board and the Director of Public Health.

Benjamin Bonapart, Chairman
Stephen I. Bresnahan, Vice Chairman
Mrs. Emilie J. Armand
Matthew J. Boxer
William Moskovitz
R. Frank Friedenthal
Maurice H. Seid
Robert P. Utter
Edward J. Wafford.

PUBLIC UTILITIES

MUNICIPAL RAILWAY: This year's report on the Municipal Railway is confined to the organization, fare structure, accident and damage claims, training, and selected remedial actions to decrease operating costs.

ORGANIZATION: The Municipal Railway is a division of the Public Utilities Commission. This Commission consists of five members appointed by the Mayor for terms of four years each. The commissioners can be removed from office only for cause and after hearing before the Board of Supervisors.

The Commission, which determines all policy matters, has supervision over the Manager of Utilities. The Manager of Utilities, an appointive position, has direct control over the following departments and bureaus: Municipal Railway, Water Department, Airport, Bureau of Light, Heat and Power, Hetch-Hetchy, Engineering, Personnel and Safety, Public Service and Accounts.

Although the Municipal Railway, Water and Airport are properly classified as utilities, it is difficult to justify the grouping of them all under the same management. Each utility is a speciality having its own peculiar problems of management and administration. Group policy cannot be made. Each problem of each utility must be carefully and scientifically analyzed.

During the past twenty years, transportation has "grown-up". Many colleges and universities are offering degrees in transportation. The United States Army in 1942 removed transportation activities from the Quartermaster Corps and established a separate Transportation Corps. The following major city publicly owned transit systems operate under a separate and independent Board or Commission: New York, Chicago, Los Angeles, Boston, Detroit, Cleveland, Memphis, San Antonio, Seattle, Alameda-Contra Costa County.

The Public Utilities Commission consists of members who are eminently qualified in their particular field or business activity but have little technical or practical background in transportation. The Utilities Commission is comparable to the Board of Directors of a private transit operation. However, instead of one responsibility the Public Utilities Commission is responsible for the Airport, Water Department, Municipal Railway and all the staff bureaus.

In addition to the direct control by the Public Utilities Commission, the Municipal Railway abides by the charter as well as rules of the following city departments: (1) Civil Service, (2) City Attorney, (3) Purchaser and (4) Controller. It is the relationships between the railway and other city departments as well as the bureaus under the Public Utilities Commission that complicates and creates inefficiencies in the operation of the Municipal Railway.

ORGANIZATION (Continued)

During the fiscal year 1961-62 the Municipal Railway was charged the following amounts for services rendered by other city departments: City Purchaser - \$125,290; City Attorney - \$172,992; Public Utilities Commission - \$59,622; Utilities Engineering Bureau - \$50,183.

RECOMMENDATIONS PERTAINING TO ORGANIZATION: That the Charter be amended to provide the following:

1. Establish a three man Transit Commission with members appointed by the Mayor and approved by the Board of Supervisors. The term of office be established at six years with one office becoming vacant each two years.
2. Under the policy control of, and appointment by, the Commission, there be continued the position of General Manager, Municipal Railway, this position must be vested with complete authority with jurisdiction over all phases of municipal transportation with no interference from other city departments, bureaus or offices, except to the extent that the best interests of the railway may be served. The Municipal Railway must exercise control over such functions as purchasing requirements, legal needs, accounting procedures, personnel selections (platform personnel) and public relations.

FARE STRUCTURE: The present 15¢ fare with unlimited transfer privileges has been in effect since June 1952. The ten ride school ticket cards for fifty cents has been in effect since November 1952. The 5¢ shopper's shuttle with no transfers and operated between the hours of 10:00 A.M. and 3:00 P.M. was inaugurated for the downtown area on September 14, 1953 and for the mission area on November 17, 1954. A 30¢ fare structure to and from Candlestick Park was adopted at the beginning of the 1961 baseball season. A 50¢ Sunday and holiday unlimited card was adopted June 1952.

For the budget period 1961-1962 the Municipal Railway required a tax subsidy of \$5,764,024 from the general fund to cover operating deficits. For the budget period 1963-1964 there is estimated a seven million dollar deficit.

Following is a summary of adult fares from 40 large cities in the United States. Seventeen of these cities have increased fares during the past 18 months. The present assets of the railway total 17 million dollars. As the railway is municipally operated there are no taxes paid on these assets.

FARE STRUCTURE (Continued)SUMMARY OF ADULT BUS FARESAPRIL 1, 1962ADULT BASE FARE

	<u>CASH</u>	<u>TOKEN</u>	<u>ZONE</u>
Akron	30¢	26.67¢	
Pittsburgh	30	28.75	Z
Youngstown	30	29	
Baltimore	25	25	Z
Buffalo	25	20	
Chicago	25	-	Z
Cincinnati	25	23	Z
Cleveland	25	20	Z
Columbus, Ohio	25	22.50	
Detroit	25	22.50	Z
Kansas City	25	-	Z
Los Angeles	25	22.50	Z
Minneapolis	25	22.50	
Oakland	25	20	Z
Portland, Oregon	25	-	
St. Louis	25	-	Z
St. Paul	25	22.50	
San Diego	25	-	Z
Seattle	25	22.50	Z
Toledo	25	25	
Washington	25	20	
Dallas	23	21.25	Z
Fort Worth	23	21.25	Z
Philadelphia	23	21	Z
Atlanta	20	18.75	
Birmingham	20	-	Z
Boston	20/10	-	Z
Denver	20	18.33	
Houston	20	-	Z
Indianapolis	20	-	
Louisville	20	18.75	
Milwaukee	20	20	Z
Rochester, New York	20	19	Z
San Antonio	20	19	Z
Memphis	16	-	Z
Jersey City	15	-	Z
Newark	15	-	Z
New York	15	15	
SAN FRANCISCO	15	-	
New Orleans	10	10	

Based on the estimates obtained from the Municipal Railway and from the transit industry the following predictions are made:

1. If a 20¢ fare, a 10¢ shopper's shuttle, and a 10¢ student

FARE STRUCTURE (Continued)

fare had been in effect during 1961-62, revenue passengers would have decreased 14,077,107; passenger revenue would have increased \$4,407,281; and operating costs would have decreased approximately \$500,000.

2. If the 50¢ Sunday and holiday unlimited pass was discontinued, there would be a \$23,000 increase in revenue and a \$12,000 decrease in operating expense with a net improvement to the railway of \$35,000.

3. If an additional 5¢ was charged on express service there would result an increase in revenue of \$25,000.

In searching for remedial measures for application to a property such as the Municipal Railway which finds its costs of operation greater than its revenue, a careful analysis must be made to determine changes in operation which will react in converting the loss into a profit. Some of the remedial measures are discussed in this report such as organization changes, claims settlements, improved training and relaxation in purchase restrictions. The adoption of these and other remedial actions will decrease operating expenses, but not sufficiently to cover the existing \$6,000,000 deficit.

RECOMMENDATIONS:

(1) That a 20¢ adult fare with unlimited transfer privileges be adopted.

(2) That the shopper's shuttle fare be increased to 10¢.

(3) That the school fare be increased to 10¢.

(4) That the 50¢ Sunday and holiday unlimited pass be discontinued.

(5) That an additional charge of 5¢ be made for express service.

(6) That the express fare to Candlestick Park be increased to 40¢.

MUNICIPAL RAILWAY, CLAIMS DEPARTMENT: The present organization chart shows that the Claims Department is under the direct control and supervision of the general manager. At the present time there are the following personnel in the Claim Department: 1 General Claims Agent, 2 Senior Claims Investigators, 15 Claims Investigators, 1 Photographer and 11 clerical employees.

It is the policy of the Municipal Railway to pay claimants who have legitimate claims and to make settlements as quickly as possible. Claims up to and including \$500.00 can be settled by the

MUNICIPAL RAILWAY, CLAIMS DEPARTMENT (Continued)

General Claims Agent or his authorized representative. This procedure for settling claims up to and including \$500.00 was approved by the Public Utilities Commission - Resolution 16,527 dated 16 July 1956.

The procedure for the payment of non-litigated cases in amounts over \$500.00 is as follows:

Each Tuesday a list of settlements over \$500.00 is prepared by the General Claims Agent, signed by the General Manager and by a Deputy City Attorney. The list is forwarded to the Public Utilities Commission for approval. After approval by the Commission and the passage of a resolution, the claims are processed for payment. This processing for payment again involves the Claim Department, the General Manager, the City Attorney, the Bureau of Accounts, and finally the Controller.

RECOMMENDATIONS PERTAINING TO CLAIMS:

1. That modern dictating and recording equipment be provided all claim investigators.
2. Allow the General Claims Agent the authority to settle all claims up to and including \$2,500.
3. That the Municipal Railway have its own legal department with attorneys reporting directly to the General Manager.
4. That the General Claims Agent be authorized to negotiate settlements up to \$5,000 with the approval of the General Manager.
5. That the salary ordinance symbol (Z) apply to claims investigators so that twenty-four hours a day, 365 days per year claims investigation coverage can be provided.

TRAINING: Successful railway operation will include an adequate training program. Such a program will include pre-employment training as required, but not to exceed 25 days. There should be continuous on-the-job follow-up training. This continuous operation of a training program will reflect a decrease in both accidents and accident costs. The railways has always endeavored to maintain such a training program, but short-sighted budget cutters have, over the years, deleted some of the required positions. In analyzing the cost of accident claim settlements, it would appear that the cost of adding the required training officers would indeed be small.

RECOMMENDATIONS:

1. That on-the-job follow-up training be conducted on all shifts as well as Saturday, Sunday and holidays.

RECOMMENDATIONS (Continued)

2. That at least two additional full time follow-up instructors be employed which will provide the accepted ratio of one per 125 operators.

3. That an incentive program be adopted which will provide additional pay for the operators having "no charge" accidents.

OTHER REMEDIAL ACTIONS TO DECREASE COSTS:

1. Section 95 of the Charter states: "Any public work or improvement estimated to cost less than \$2,000 may be performed under contract or written order, or by the employment of necessary labor and purchase of the necessary materials and supplies directly by the City and County." This \$2,000 limitation was adopted in 1946. Today it is out-dated and causes many restrictions which in turn are costly to the railway.

RECOMMENDATION: To allow the railway to practice economies in use of its existing labor force, the \$2,000.00 Charter limitation be increased to \$10,000. .

2. Essential overtime and holiday work for supervisory employees has caused a great increase in overtime funds. The railway is a twenty-four hour a day operation. Situations often occur which require the need of one or more supervisory personnel.

RECOMMENDATION: That the Civil Service Commission designate in the next Salary Ordinance that the following railway personnel be covered by the Salary Ordinance, symbol "Z", namely;

LIST FOR "Z" CATEGORY:

Transit Revenue Supervisor
Principal Fare Collection Receiver
Senior Fare Collection Receiver
Cable Machinery Supervisor
Operational and Safety Training Supervisor
Schedule Maker
Schedule Supervisor
Inspector
Dispatcher
Assistant Chief Inspector
Chief Inspector
Night Dispatcher
Day Dispatcher
Instructor
Claims Investigator
Senior Claims Investigator
Claims Adjuster
Assistant Claims Agent

SAN FRANCISCO WATER DEPARTMENT AND HETCH HETCHY

In 1961, the voters approved a \$115,000,000 bond issue making possible a program of expansion and development of the water system. Long term wholesale water contracts were secured to assure outlet for the increased supply of water being made available. A water rate reduction was approved and placed in effect.

Hetch Hetchy, Tuolumne County reservoirs, Lakes Lloyd and Eleanor were filled for the first time since 1958.

A contract was let for a new corporation yard for the Water Department in San Francisco. This yard, costing \$1,216,000 when completed, will provide for many economics.

Requests are made from time to time by various organizations requesting the right to use portions of the water sheds for various recreational purposes. Due to the danger of pollution of our water supply and other problems, such requests are not granted. Recently San Mateo County has made a request for the use of Crystal Springs area for recreation. Approval has not been granted and several meetings of the San Mateo-San Francisco Mutual Problems Committee have been held to discuss the subject.

Highway route 239, when built, will sever a portion of the water shed property from the main property. It may then be possible to release some property for recreational use.

The Manager of the Water Department and his chief assistant will retire at the close of 1963. The Water Department and Hetch Hetchy should then be merged. To facilitate this move, a Charter Amendment has been approved. A study of ways and means of best effecting this change is being made by the Mayor's office and other interested parties. The merger should result in improved efficiency of operation and effect economies in the two departments.

During the year, various properties of the Water Department were visited. In September the Grand Jury made an extended visit to Hetch Hetchy and were made familiar with this vast holding and its future expansion.

RECOMMENDATIONS:

1. That the study of the proposed merger of the Water Department with Hetch Hetchy move forward and the plan be ready for approval well before the two retirements become effective.

2. That recreational use of our watersheds be allowed only if there is absolutely no danger of water pollution.

SAN FRANCISCO INTERNATIONAL AIRPORT

The San Francisco International Airport, with its continued spectacular growth, moved from fifth to fourth major air hub in the nation. It is the fifth largest in the world in terms of scheduled airline passenger volume.

Total passengers through the airport during the year totaled 5,706,640, an increase of 13 percent. There were 151,982 aircraft movements by scheduled air carriers, which was an 8 percent increase.

Airline tenants were increased by two scheduled airlines during the year, bringing the total to 17.

Air mail volume of 67,039,635 pounds was 14.2 percent more than the previous fiscal year. Air express increased 8.1 percent to 10,489,453 pounds and air freight of 136,989,358 pounds was 24.7 percent up.

Operating revenues for the year from airlines, concessionaires, and other tenants totaled \$6,791,706, or 11 percent in excess of fiscal 1961-62 totals.

In the last eight years air express and freight have soared 158 percent. Poundage of total air shipments--mail, express, and freight--during the year increased to a record total of 214,518,446 pounds.

Employment at the airport passed 15,000 with an estimated annual payroll in excess of 120 million dollars. About 75 percent of these employees are residents of the peninsula. The airport has the largest concentration of taxable wealth in San Mateo County. The airport, tenants, and concessionaires paid approximately \$1,200,000 in San Mateo County taxes during 1961. With this phenomenal growth and development has come many complex problems. Some of these are:

AIRPORT GARAGE: The demand for parking has kept pace with the airport's growth. To meet this demand, the citizens of San Francisco, in 1962, approved an airport garage bond issue in the amount of \$9.8 millions. The garage will provide centralized parking for 2,750 cars; this being the first stage of a garage which will ultimately accommodate 8,000 cars. It will be erected on the parking area fronting the present terminal building and the south wing now under construction.

BARRETT LEASE: Barrett Garages, Inc. entered into a public automobile parking lease, under date of June 14, 1954, which was not revocable. With the approval of the bond issue, the city needed the present parking area for the new airport garage.

BARRETT LEASE (Continued)

Construction was planned to begin February 1963. The Barrett Garages, Inc. would not give a release without receiving concessions from the City. After lengthy negotiations, the City has granted Barrett Garages, Inc., the exclusive right to operate and conduct a ground transportation service consisting of metered taxicabs, airline motor coaches and chauffeur-driven limousines. The three services commence January 1, 1963. The taxi service will terminate on original termination date, August 31, 1964. The motor coach and limousine services are extended to December 31, 1972.

The parking which was originally to terminate on August 31, 1964 will run to the end of the lease period or until the garage is completed and opened for business. Barrett Garages, Inc. is then to relinquish all parking concessions. They will be operated on a revocable permit. It is planned to seek bids on parking and garage services when the new garage is completed. (See P.U.C. Resolutions 22,516 and 22,517).

These negotiations point up the necessity of future city leases or contracts of this nature carrying a protective escape clause.

Airport Consultant, Leigh Fisher has, in accordance with his contract, furnished an annual report showing the comparable position of the San Francisco International Airport with other large air centers and has also prepared a report on general aviation.

GENERAL AVIATION: Several problems have been raised by general aviation. The consultant has made a study and the airport staff has developed several plans in the hope that this portion of the airport business may be satisfactorily resolved.

One plan calls for runway development at the south end of the airport. Continued effort must be made to resolve the general aviation problem.

POLICE SECURITY AND FIRE PROTECTION: Although the San Francisco International Airport pays substantial taxes to San Mateo County, regular fire and security services are not provided for the airport by the county. Fire protection is furnished and paid by the Airport. Police security is provided by the Airport hiring men who are deputized by San Mateo County. All fines collected for violations at the Airport are divided two-thirds to South San Francisco and one-third to San Mateo County for judicial costs.

This is not an equitable arrangement considering the cost sustained by the Airport. A more equitable division of the fines would include the Airport to help defray their costs for these services. Relief should be sought through legislation.

SUPERINTENDENT, AIRPORT OPERATIONS: Early in 1962, the Superintendent of Operations at the Airport, and an employee for many years, passed away. To date no replacement has been made although the responsibilities of management at the Airport continue to mount. Steps should be taken at once for an early appointment to fill this important post. A high caliber man of national stature is needed to meet the responsibilities and challenges of the fourth ranking airport in the United States.

GENERAL: Our fine airport is a well operated big business. It is well administered and should be given our wholehearted support.

RECOMMENDATIONS:

1. That all future leases and contracts affecting the operation of the Airport contain a protective escape clause to eliminate costly delays and negotiated agreements.
2. That bids be secured for the operation of parking and services concessions when the new Airport Garage is completed.
3. That studies be conducted until the problems of general aviation are satisfactorily resolved.
4. That a more equitable division of fines at the Airport be secured through legislation, if necessary.
5. That a competitive examination, open to applicants on a nationwide basis, be held so that the vacant position of Superintendent of Operations at the Airport can be immediately filled.

George D. Gavin, Chairman
Robert P. Utter, Vice Chairman
James A. Bailey
Leo A. Cardozo
Angelo Rolando

POLICE DEPARTMENT

The headquarters of the San Francisco Police Department is located at the Hall of Justice, 850 Bryant Street.

During the year 1962, the following operational changes were approved.

1. The addition of 35 civilians so that uniformed personnel performing clerical and communications work could be transferred to on-the-street law enforcement work.

2. Parking controlmen on a part-time basis were employed thereby releasing the three-wheel motorcycle policemen for other police duties.

3. The utilization of modern dictating and recording equipment by police personnel

4. A canine corps.

5. A community relations program.

Many of these changes would have occurred gradually during the past several years and in an orderly, logical, business-like manner. However, the last annual requests for additional funds and personnel received little consideration.

An increase in crime, alleged as a crime wave, was forceably brought to the attention of the citizenry of San Francisco. New programs and additional personnel appeared overnight. The manner in which the new programs were initiated tended to make them unacceptable to many people. In some cases immediate criticism decreased the effectiveness of a program, thus making an impartial evaluation impossible.

A major problem facing the Police Department today is the recruitment of police officers. To obtain the best personnel, the City must be aggressive and progressive. Are we combing all sources for recruits? Are we losing otherwise eligible applicants because of our 5'9" height restriction? Are we losing applicants because of the 20/30 (corrected to 20/20) eye requirement? Does on-the-job training provide time to complete additional college training?

The use of parking controlmen was adopted primarily to release uniformed personnel for other police work. The policy was adopted making this part-time work thus making it attractive to college students. This group could then be used as a pool or recruitment avenue for police officers. More effort should have been made to coordinate this program with the local school and college employment bureaus.

POLICE DEPARTMENT (continued)

The present four-hour employment program has failed to attract the necessary number of recruits and many of those employed although desirous of becoming police officers are prevented by the 5'9" height requirement.

Most part-time employees hired under the present ordinance consider this position a secondary job and attempt to alter their employment hours in this department so as not to interfere or conflict with their primary outside employment. Four-hour employment has prevented the assignment of the responsibility of a motorcycle to a particular employee, thus causing a rise in maintenance costs.

Controlmen working four-hour tours must, of necessity, return to the traffic bureau in sufficient time to have their assigned motorcycles serviced and ready for the next shift. This procedure of a controlman servicing his motorcycle prior to going out on his beat and in leaving his beat in sufficient time to have the machine available for his relief creates an undue amount of traveling time and loss of patrol effectiveness.

Modern dictating and recording equipment long advocated for use of the police department personnel has now been authorized. It is gradually being put into use. Such equipment is not at present in full 100% use nor is it totally accepted by police personnel. In order for this equipment to be used properly and accepted, a thorough training program must be established. This training can best be accomplished by utilizing as instructors technicians from the company manufacturing the equipment.

The flow of traffic at a speed determined by law is essential to those entering and departing from the city. Business, if it be successful, is dependent to a great extent upon this freedom in the flow of traffic. To assist in this program the following have been adopted:

1. A pattern of one-way streets.
2. No parking on certain streets.
3. Tow-away zones.
4. Parking meters.
5. Synchronized traffic signals.
6. Enforcement of jay-walking ordinance.
7. Designation of white, green, yellow, red, and taxi zones.

POLICE DEPARTMENT (continued)

All of these have helped the flow of traffic. However, much more would be accomplished if the parking regulations were more strictly enforced. Some of the common violations which can be observed Monday through Saturday are: Trucks parked in Municipal Railway Bus-Stop sites; automobiles and trucks parked on streets plainly marked, "No Parking 7:00 A.M. To 4:00 P.M."; and parking on sidewalks in narrow streets and alleys where signs say, "No Parking at any time". Increased pedestrian education and subsequent cooperation would also help to maintain the flow of traffic.

At the present time there are nine precinct stations in operation. The following police functions are centralized at the Hall of Justice.

1. Bureau of Criminal Information.
2. Bureau of Identification.
3. Bureau of Permits and Registration.
4. Central Warrant Bureau
5. City Prison.
6. Crime Laboratory.
7. All inspector details.
8. Traffic
9. Missing Persons.
10. Photograph Laboratory.
11. Communications.

Modern communication facilities and the increased use of motorized patrols have centralized many police functions.

The Community Relations Program requires the district stations to take an active part. If the nine station units are to fully justify their existence, they must become fully integrated and utilized in this program.

The program must be applied and maintained at the local neighborhood level by police officers in the district stations.

POLICE DEPARTMENT (continued)

Recent off-houred visits of precinct stations indicate an urgent need for improved housekeeping procedures and enforcement of uniform regulations. If our stations are to justly represent our police force and community, their appearance must be made commensurate with the high standards of performance, morale, and public relations demonstrated elsewhere in our modern day police department.

The present organization of the Police Department has a tendency to violate the span of control theory. Specifically too many individuals report directly to the Chief. The approval of four Deputy Chief Positions would alleviate this situation. Each deputy chief would head a separate major segment of the Police Department. The Chief of Police under this more centralized organization would be relieved from his present many administrative and routine burdens.

The Statement of the San Francisco Grand Jury, unanimously approved on May 14, 1962 concerning the Police Department has been included with this final report, alongwith the findings and conclusions developed at that time.

NARCOTICS: The Police Department's all-out drive against illegal narcotic traffic in San Francisco is being maintained and augmented. The Narcotic Bureau is currently applying every legal law enforcement technique and procedure to further reduce the illegal flow and use of narcotics and dangerous drugs. Further control and regulation of dangerous drugs must be sought through legislation establishing tighter restrictions on the prescribing and dispensing procedures.

RECOMMENDATIONS:

1. That necessary legislation be enacted so as to require triplicate prescription blanks for percodan, methedrine, and other future narcotic derivitives and drugs of similar effect.

2. That a positive recruitment program be adopted, which will include.

A. A study to determine how many otherwise eligibles are lost due to the 5'9" height restrictions.

B. A study to determine how many otherwise eligibles are lost due to the 20/30 eye (corrected to 20/20) restrictions.

C. Employment of a full-time recruiting officer who will visit and seek employment from high schools, colleges, and army, navy, and marine bases within the State of California.

D. The scheduling of a recruit's time by the police department which will allow him to complete additional college training.

3. That the parking controlmen be continued and that before the Civil Service Commission announces a new recruitment program for this classification the ordinance authorizing these positions should be amended. This amendment should change the scope from part-time to full-time eight-hour employment.

POLICE DEPARTMENT (continued)

RECOMMENDATIONS (continued)

4. That maximum use be made of modern dictating equipment by all uniformed personnel.

5. That all parking regulations be strictly enforced. If there is no intent to enforce certain posted streets, remove the restrictions and signs. Space does not permit more than the mention of the following two examples where parking is tolerated in spite of the signs which indicated NO PARKING.

a. Geary Street from Third Street to Taylor Street.

b. Montgomery Street from California to Market Street.

6. That the Canine Corps established in 1962 be continued and augmented.

7. That the precinct stations be inspected regularly by a police staff member responsible only to the Chief of Police, and that appropriate disciplinary action be taken against responsible officers when difficiencies are found.

8. That the creation of Deputy Chiefs as suggested by the Blyth Zellerbach Report be adopted.

STATEMENT BY SAN FRANCISCO GRAND JURY

Unanimously Approved on 14 May 1962

The Chief of Police appeared before the Grand Jury on Monday evening, 14 May 1962. At this meeting, general and specific police problems of San Francisco were discussed. These problems are not new. Some can be traced to the unrealistic Charter Provisions concerning the Police Department, some to the budget system, some to the Municipal and Superior Courts, and some to the influx into the city of low economic and minority groups.

This statement is based on the results of four months of intensive study by the Police Committee of the Grand Jury.

Contrary to recent newspaper accounts, San Francisco is not experiencing a crime wave. However, we are not attempting to minimize the seriousness of recent assault cases. There has been an overall increase of thirteen percent in crimes reported in the first four months of 1962, caused, primarily by large increases in petty thefts and burglary. This is approximately the increase experienced in urban areas on a national level.

Comparing April of last year with April 1962, (the latter period being the month of intense San Francisco newspaper reporting), the overall crime picture indicates a six percent increase, but a decrease in major crimes. During April 1962, aggravated assault cases decreased three percent compared with April 1961.

Of all aggravated assault cases, approximately one-third occur on the streets. These are the assaults receiving the current newspaper publicity. Two-thirds of all assaults occur in homes, office buildings, viz., off of the public streets.

The Police Department is not a policy making department. It is charged with the responsibility of protecting the citizenry and enforcing the law. To perform these functions, sufficient skilled personnel must be employed. The number of personnel required is not always determined in an orderly, logical or business-like manner. During the past six years, the Chief of Police, who is responsible for the efficiency of the Police Department, has requested the following personnel increases. These requests were approved by the present Police Commission, which was appointed by the Mayor:

STATEMENT (Continued)

<u>Increases Requested</u>	<u>57-58</u>	<u>58-59</u>	<u>59-60</u>	<u>60-61</u>	<u>61-62</u>	<u>62-63</u>
Uniformed Personnel	0	39	27	86	0	0
Civilian Personnel	25	28	27	10	9	21

After subsequent review and deletion by the Mayor and the Finance Committee of the Board of Supervisors, the following increases were granted:

<u>Increases Approved</u>	<u>57-58</u>	<u>58-59</u>	<u>59-60</u>	<u>60-61</u>	<u>61-62</u>	<u>62-63</u>
Uniformed Personnel	0	10	0	25	-	-
Civilian Personnel	2	0	11	10	1	17

Thus we have the executive and legislative branches of our City Government indicating, by their budget action, that the Police Department had sufficient personnel to adequately protect the citizenry. We agree that additional civilian or uniformed personnel is needed but this need has been present since the initial request of 1957-58. Requests for additional personnel by the Police Department, during the past six years, have fallen on deaf ears of the Mayor and the Board of Supervisors. Today, an alleged "crisis" time, the budget cutters of the past are reportedly willing to reconsider their past denials concerning personnel requests of the Police Department. In our opinion, it is poor policy to agree hastily, in a moment of hysteria and panic, to requests which have been made over the years.

The Police Department is now in the process of instigating the following personnel changes:.

1. The use of a modern system of dictating equipment will be made available to patrolmen, inspectors and others who now personally type their own reports. This practice will ultimately save the working time of thirty officers.

2. Fifteen officers, now assigned to communications, will be replaced by civilian employees.

3. Twenty officers, now assigned to clerical work in the Hall of Justice, will be replaced by civilian personnel

Before the recent newspaper articles on San Francisco crime, it was the opinion of the Police Department that meter checkers were not a solution for an improved and efficient Police Department.

STATEMENT (continued)

Although meter checkers can be employed for slightly less money than uniformed patrolmen, they can not by law perform police work. This would reduce the flexibility and mobility of the Police Department. In an emergency, the Chief of Police can use the existing uniformed personnel, on the three-wheeled motorcycles, as a reserve force. We concur with the previous thinking of the Police Commission and Police Department in that meter checkers should not be used in lieu of uniformed officers.

Our findings and conclusions are as follows:

1. Uniformed personnel performing clerical work should be replaced by civilian personnel.

2. All uniformed personnel preparing reports should use modern dictating equipment

3. The S-Squad should be maintained and augmented when deemed essential by the Chief of Police.

4. An educational program pertaining to "The Citizen's Role in Crime Prevention" should be developed by the Police Department and presented from time to time, through the press.

5. The street lighting in all sections of the city should be reviewed, jointly, by the Police Department, the Public Works Department, the Public Utilities Commission and the Pacific Gas and Electric Company.

6. Municipal and Superior Courts should impose, at least in the cases of repeaters, the maximum sentence allowed by law. The "slap on the wrist" attitude of some judges should be abandoned. Examples should be made of those individuals who think that they are privileged to assault and resist law enforcement officers. There are too many such cases.

7. Immediate and full utilization of the new Police Community Relations Bureau should be pursued. The press should give this new service a maximum review and explanation of its objectives and should continue to report weekly on its progress.

We believe the San Francisco Police Department is a well organized and efficient organization, with a staff of loyal and dedicated personnel and that it deserves the full support of all our citizens.

WILLIAM E. MCDONNELL
FOREMAN (Signed)

POLICE DEPARTMENT (continued)

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